Index Branch,
Lok Sabha Secretariat.

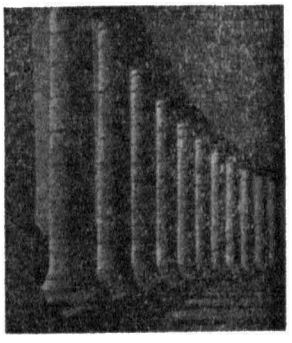
FIRST PARLIAMENT

1952-1957

A Souvenir

CONTENTS

	Pages
PREFACE	vii
ARTICLES—	
Future of Parliamentary Democracy	1
Democracy as a Way of Life	3
Role of Estimates Committee	8
Subordinate Legislation	12
First Parliament Has Evolved Noble Traditions	15
Relations between the Executive, the Legislature and the Judiciary	18
Opposition in First Parliament	21
Role of Opposition not Fully Realised	24
Parliamentary Procedure Since Independence	27
Role of Second Chamber in the Indian Parliament	36
Inter-Parliamentary Relations	50
Process of Legislation in Parliament	61
Committee on Subordinate Legislation	66
Public Accounts Committee and its Work	70
Estimates Committee at Work	74
Research & Reference Service in Lok Sabha Secretariat	79
Question Hour in Parliament	85
Parliamentary Committees at Work	90
Financial Committees at Work	98
Privileges of Parliament	105
Legislative Work in Retrospect	109
APPENDICES—I to XX	113—183



A View of the Colonnade of Parliament House

LOK SABHA SECRETARIAT — NEW DELHI

Index Branch,
Lok Sabha Secretariat.

LIST OF APPENDICES

PART I : LOK SABHA

		PAGES
I	Statement showing the Dates of Commencement and Termination of the Sessions of Lok Sabha	113
II	Chronology of Important Events during the First Parliament	114
III	Acts Passed by the First Parliament	118
IV	Analytical Chart Regarding Bills	124
V	Statement Regarding Private Members' Bills During the First Parliament	128
VI	Important Statements made by Ministers in the Lok Sabha upto the end of the Fourteenth Session	133
VII	Resolutions (Government and Private Members') Discussed in the Lok Sabha during the First Parliament	137
VIII	Statement showing the Number of Questions asked by Members in Lok Sabha during the years 1952-56 under various Ministries	143
IX	Statement showing the Number of Questions received and Questions Admitted during the different Sessions	144
X	Statement showing the number of Sittings Question Time was Allotted during the different Sessions and the Number of Questions and Supplementaries Answered	145
XI	Statement showing Half-an-hour discussions held in Lok Sabha.	146
XII	Statement showing the Number of Times and the Subject on which Members have spoken in the Lok Sabha and the Time taken by them on their Speeches.	148

PART II : RAJYA SABHA

XIII	Statement showing the Dates of Commencement and Termination of the Sessions of Rajya Sabha	165
XIV	Chronology of Important Events	166
XV	Analytical Charts Regarding Bills	171
XVI	Statement Regarding Private Members' Bills	172
XVII	Important Statements made by Ministers in the Rajya Sabha	174
XVIII	Resolutions (Government and Private Members') Discussed in the Rajya Sabha	176
XIX	Statement showing the Number of Questions Received and Questions Admitted during the different Sessions	182
XX	Statement showing the Number of Sittings Question Time was Allotted during the different Sessions and the Number of Questions and Supplementaries Answered	183

LIST OF ILLUSTRATIONS

PLATES :

1. Parliament House
2. Dr. Rajendra Prasad
3. Prime Minister Nehru
4. Dr. S. Radhakrishnan
5. Shri M. Ananthasayanam Ayyangar
6. Late Shri G.V. Mavalankar
7. Deputy Speaker, Lok Sabha
8. Deputy Chairman, Rajya Sabha
9. President arriving in State to deliver his address
10. President being conducted to the Central Hall
11. Speaker's Chair
12. Lok Sabha Chamber
13. Chairman's Chair
14. Rajya Sabha Chamber
15. Lady M.P.s' Retiring Room
16. Members' Refreshment Room
17. Inner view of the Central Hall
18. Members at the Reading Table
19. Members at the Teleprinter News Board
20. Parliament Library : a Reference Room
21. Parliament Library : a Stack Room
22. Corridor on the Ground Floor
23. Lok Sabha Notice Office
24. Chairmen of Parliamentary Committees
25. Secretary, Lok Sabha
26. Joint Secretary, Lok Sabha Secretariat
27. Secretary, Rajya Sabha
28. Public Accounts Committee at Work
29. Estimates Committee at Work

PLATES :

30. Opening Session of the Conference of Chairmen of Public Accounts Committee

31. Shri Mavalankar receiving a gift sent by the Speaker, Turkish Grand National Assembly

32. Members of Turkish Parliamentary Delegation in Parliament Library

33. Shri M.A. Ayyangar with Members of Turkish Delegation

34. Sir Anthony and Lady Eden in Parliament House

35. Visit of Marshal Bulganin and Mr. Khrushchev

36. Shah of Iran in Parliament House

37. Mr. Mikoyan with the Prime Minister

38. Dr. Hammarskjoeld in Parliament House

39. Dr. Hammarskjoeld in the Parliament Library

40. Emperor Haile Selassie with the Deputy Speaker

41. Emperor of Ethopia in the Parliament Library

42. Dalai Lama with the Prime Minister

43. Chou-En-Lai with the Prime Minister

44. Ex-Prime Minister of Indonesia addressing the Members

45. Leader, Ceylon Parliamentary Delegation, addressing the Members

46. Marshal Tito addressing the Members

47. Soviet Prime Minister delivering his address

48. Members listening to the addresses of Marshal Bulganin and Mr. Khrushchev

49. Four Prime Ministers of Colombo Powers addressing the Members

50. Prime Minister Unveiling the portrait of Lokmanya Bal Gangadhar Tilak

51. Prime Minister Unveiling the portrait of Shri G.V. Mavalankar

PREFACE

The concept of democracy is not new to India. In fact the substance of self-government lies embedded in our hoary past. Nearly seven years ago the country adopted a Constitution based on the principles of the freedom of the individual, the equality of man and the rule of law. We adopted the parliamentary form of government because it suited the genius of the people. The First Parliament of our country elected on the basis of universal adult suffrage came into being on May 13, 1952. This in itself was a bold and unique experiment in the history of democracy. Never before had such a large electorate exercised the franchise. It was a challenge to the political awakening of the people newly risen to statehood. That we have been able to live up to this challenge successfully is a tribute to the political sagacity of the framers of the Constitution.

The First Parliament is coming to a close and the Second is in the making. Judged by every standard, the achievements of the First Parliament will go down in the annals of the nation. As a fitting tribute to its work, an effort is made in this publication to give an idea of the significant activities of the First Parliament. It is hoped that it will enable the readers to form a picture of the tasks achieved as well as acquaint them with the diverse activities which a modern parliamentary institution is called upon to perform.

NEW DELHI:
The 25th March, 1957.

M. ANANTHASAYANAM AYYANGAR
Speaker, Lok Sabha

ARTICLES

Future of Parliamentary Democracy*

DEMOCRACY is sometimes a means to an end. What is the end we aim at? Presumably the end is the good life for every individual which must certainly include a certain satisfaction of the essential economic needs, and would give him a chance to develop his creative faculties.

Parliamentary democracy more or less is something of the growth of the last 150 to 200 years, roughly speaking. Till quite recently a relatively small number of people had the vote. It is only in the last thirty years or so that adult franchise has come into being in a number of countries, which is not long enough to tell us what the ultimate effects of this are likely to be in solving problems, etc., because the ultimate test, of course, is how far a system of government solves the problems which the country has to face and the people have to face. Of course, the problems are solved not merely by the structure of government, but by many other things, by the quality of human beings, their training, their education, their character and any number of other things. All that the machine can do is to make it easier for those qualities to develop and to remove any element of suppression and to actually encourage them to grow.

Democracy has been spoken of chiefly in the past, as political democracy, roughly represented by every person having a vote. But a vote by itself does not represent very much to a person who is down and out, to a person, let us say, who is starving or hungry. Political democracy, by itself, is not enough except that it may be used to obtain a gradually increasing measure of economic democracy, equality and the spread of the good things of life to others and removal of gross inequalities.

We may be thinking today of many problems which are important in themselves but which may rather be out of date at the beginning of the atomic age. Something big has happened in the structure of human life or is likely to happen soon, because atomic energy is coming into the picture. It forces you to decide how you are going to use this mighty power and to think on entirely new lines as to how to face these problems.

We believe in democracy. I believe in it, first of all, because I think it is the right means to achieve ends—peaceful means to settle problems; secondly because it removes the pressures which other forms of Government may use on the individual. It is a self-discipline which means that even people who do not agree—presumably a minority—accept it, because it is better to accept it than to have a conflict, better to accept it and then change it, if necessary, by peaceful methods. If it is not peaceful then to my mind, it is not democracy; it is something else.

Secondly, it gives an opportunity for the individual to develop. That opportunity cannot mean a chaotic or anarchic stage where every individual is doing anything he likes because that would mean anarchy in society. Any social organisation must have something to hold it together—some discipline. In a proper democracy, presumably, the discipline is self-imposed. There will be no democracy if there is no discipline.

Coming to the Parliamentary system of democracy, we find that in the 19th century, the whole approach of the Government was to govern as little as possible, or rather to legislate as little as possible. But to-day the problems which the Government has to

---

*Extracts from the inaugural address deliverd by the Prime Minister at the Seminar on "Parliamentary Democracy" held in New Delhi on the 25th February, 1956. Reproduced with the kind permission of the Indian Bureau of Parliamentary Studies.

face have grown so enormously that sometimes one begins to doubt if the normal parliamentary procedures are adequate to deal with all those problems. Parliaments have to work hard now-a-days, much harder than they were used to. The business of Government and the business of Parliament become more and more complicated and it becomes a little doubtful how far Parliamentary democracy can carry on its work and solve those problems. Some kind of a division of authority—something may become necessary if one has to go on, because otherwise there is the other difficulty of problems remaining unsolved and unsolved problems are dangerous. The nature of the Government has progressively changed everywhere. It has changed—if I may use the word in a particular sense—whether the structure of the society in that country or this country is broadly speaking, capitalist structure or socialist structure or anything in between. The Governments of such countries perform today social functions to an enormous extent. Whatever the basic policy pursued by any country, it becomes inevitable for the governmental structure to become involved in social problems ever increasingly. Now, how far can parliamentary democracy be adapted to meet these new burdens and functions of Government satisfactorily, effectively and in time? They can of course deal with them, but the question of time comes in, and that is why questions have arisen as to whether it is possible to have devolution of authority more and more, so that these problems can be dealt with more rapidly and effectively.

Parliamentary democracy is inevitably going in the direction, everywhere, more or less of what might be called economic democracy. It may take different forms, and in the measure that it solves the economic problems of the day, does it succeed even in the political field, because, if it does not, then the political structure tends to weaken and crack up.

Now, we in India, owing to a very long period of contact with England and with British parliamentary institutions in our youth and in our early days, were made to think on the lines of British parliamentary institutions and wanting them in India. When the chance came, we in a large measure reproduced those parliamentary structures and institutions here, not only because we had long thought in those terms but also because we thought they would be right and they would fit in with our thinking here and with our general structure of life. By and large, I think, we have succeeded and I think we will succeed.

But there is one aspect which faces us in India more than elsewhere. In Western Europe—say in England and in some other countries too, they gradually developed in the course of 100 or more years their parliamentary system. Occasionally there were big conflicts; occasionally there was a danger of a crack-up, but somehow, they managed to get over it and took a fresh step forward. But we in India in the course of the last 30 or 40 years, especially in the course of our struggle for freedom, built up a movement which was an unusual type of movement. It was meant to be and largely was a peaceful movement, although it was a revolutionary movement. That is, it was essentially a revolutionary movement in spite of its peaceful character. That produced a certain type of reaction in the people's minds in the course of the past 20 or 30 years. Those reactions actually changed the character of the people in the course of a generation. Because we were conditioned to function peacefully the change was far less difficult than in any other countries that I can think of. The trial of bitterness and conflict did not pursue us and we could adapt ourselves mentally and physically to these changed conditions.

Now we have come to a stage which briefly may be called the atomic age, when all our previous thinking becomes somewhat out of date. Everything has changed and if everything has changed, undoubtedly the texture of Government and the systems of Government also must be affected by these mighty changes. So, it is in this spirit of enquiry that I approach these questions, not liking breaking up anything that is good, but realising that it has to be adapted to changing conditions of life and society.

Democracy as a Way of Life*

by

Dr. S. Radhakrishnan

I FIND myself in the Chair today owing to the regrettable absence of Shri G. V. Mavalankar on account of serious illness. He has had long and large experience of parliamentry practices and procedures and would have given you effective guidance.

It is wise for us sometimes to detach ourselves from the rough and tumble of active politics and consider the foundations of politics, the ideals and principles of parliamentary democracy. Though our practices are based on those of the British House of Commons, we are developing our own conventions in response to our distinctive conditions.

You propose to discuss the role of political parties in legislatures, the relationship of Parliament with Government on the one hand and the people on the other, cabinet government, second chambers, etc. and I hope that your discussions will prove useful.

Democracy is derived from two Greek words meaning people and power. It literally means the rule of the people. We may look at it from different points of view, as a way of life, as a form of Government, as an instrument for the development of social and economic content, as a method of approach in the settlement of problems. I shall offer a few general remarks on each of these aspects.

I

The Hebrew prophet said: "Where there is no vision the people perish"[1].

Democracy gives us a vision, a way of life, asks us to accept certain ideals, norms or standards of behaviour. The objectives and obligations prescribed in the Preamble and Part IV of the Constitution provide guidance for us.

The dignity of the individual, the sacredness of human personality is the fundamental principle of democracy. There is a tendency to look upon the individual as the helpless victim of world forces which are marching towards their destined goals. The world is becoming anonymous and the individual is getting lost in it. But life is manifested in the individual. Truth is revealed to the individual. It is the individual who sorrows, and suffers, who knows joy and sorrow, forgiveness and hatred. The world owes all its progress to men who are ill at ease. Even the derelicts of humanity, the criminals and the outcasts, each has his self inside him. The function of the State is to see that the light of human recognition in men's eyes does not grow dim. In a touching poem representing the shy self-encouragement of a lonely young man in a far country, John Masefield writes:

> I have seen flowers come in stony places;
>
> And kindness done by men with ugly faces;
>
> And the gold cup won by the worst horse at the races;
>
> So I trust too.

If we compromise with the essential freedom of the spirit, all other liberties will disappear.

*On the 25th February, 1956, the Vice-President delivered a speech at the Seminar on Parliamentary Democracy. At our request the Vice President revised the speech for publication as an article in this Souvenir.

1. Augustine in his *City of God* says : "A nation is an association of reasonable beings united in a peaceful sharing of the things they cherish : therefore to determine the quality of a nation, you must consider what those things are."

In the *Communist Manifesto,* Karl Marx complains about the capitalist order which is, "for the enormous majority, a mere training to act as a machine." It destroys, he holds, the *humanity* of the proletarian. The right of the individual to privacy and self development is one of the cherished rights of democracy.

Apastamba declares *atmalabhan na param vidyate atmarthe prthivim tyajet.*[1] For the sake of the soul, even the world may be abandoned. What shall it profit a man if he gain the whole world but lose his own soul?

In these days when the scientific outlook has made historical determinism fashionable, when great men are said to be slaves or instruments of impersonal forces, it is good to stress the role of the individual in history. There is only one safe rule for the historian said H. A. L. Fisher, that we must "recognise in the development of human destinies the play of the contingent and the unforeseen." Inevitability of a demonstration in Euclid does not apply to human affairs. Man has a real part in the making of history. *raja kalasya karanam.* While we reject rigid determinisms we cannot represent man as being completely emancipated from the past. The scope of human choice may be limited but it is there, all the same. We are not the playthings of fate. It is not by submerging our identity in the herd but by the creative use of freedom of thought, feeling and imagination, by wresting the initiative from the environment and vesting it in ourselves that we emancipate ourselves from the dominion of external forces. If we are able to clothe, feed and house ourselves better, if we are able to release ourselves from want and indignity, it is because of the free spirit of man and its initiative. The whole history of human progress centres round those prophets and heroes, those poets and artists, those pioneers and explorers who dared to take responsibility for their insights into goodness, truth or beauty, who made their own choices and decisions even at the peril of their lives for they felt that if they did not do so they would betray the spirit in them[2]. Respect for the individual is the moral basis of a democratic society. In it no one should be a slave and no one a master.

Tocqueville writing about the United States of America more than a hundred years ago says: "It had been supposed, until our time, that despotism was odious under whatever form it appeared. It is a discovery of modern days that there are such things as legitimate tyranny and holy injustice, provided they are exercised in the name of the people." He says "I know no country in which there is so little true independence of mind and freedom of discussion as in America." Again, "If great writers have not at present existed in America, the reason is very simply given in these facts: there can be no literary genius without freedom of opinion, and freedom of opinion does not exist in America."

II

Janayakyam tu kartavyam narair api naradhipaih

The voice of the people must be carried out by the people and the rulers. How are we to ascertain the will of the people? A mere clamour or catchword is not the will of the people.

Parliamentary democracy seems to be the best instrument for the ascertainment and expression of the public mind. Democracy is government by the representatives chosen by the people. Direct government by the people is not possible in modern states.

Even village pancayats adopt the representative system. It gives the people the right to amend and alter the constitution. So long as it exists, till it is changed by the people's representatives, it is obligatory on all. Unless there is common ground, accepted by

[1] *Dharma Sutra.* 1.7.2.

[2] Cp. What Latimer said to Ridley, "Be of good cheer, master Ridley, and play the man. We shall this day light such a candle, by God's grace in England, as I trust shall never be put out."

all members to whatever party they may belong, the work of the Parliament cannot be carried on. Parliamentary democracy provides a peaceful way of changing governments. Frequent elections indicate that people have the power to remove their representatives.

We have adopted universal adult suffrage. This demands universal education. Only then will the voters be able to comprehend national purpose and duty and use their vote not for selfish ends but for public welfare. Even though our voters are not educated in the formal sense they have commonsense and an instinctive love of truth and justice.

People are sometimes seduced from these by propagandists and salesmen of new fangled ideals, class interests or group loyalties. By exploiting mob psychology people are manipulated, badgered, bribed and hypnotised into different groups. If intelligent nations have tamely submitted to dictatorial governments, it only shows how easily men give up their individual responsibility.

If people are to form sound opinions on social and economic affairs, they must have access to accurate information and an opportunity to hear all sides of the question. The sources of information should not be muzzled or controlled by selfish interests, People must have the freedom of thought and expression. In a totalitarian society, the party in power regiments the views of the people through control of all agencies of information, communication and entertainment. All opposition is silenced and people hear only what the government wants them to hear. It is the function of Parliament to express, not suppress social discontent. In a true democracy, even the thought we hate is tolerated so long as the thought we hold is free to combat it. We should not admit the crime of harbouring dangerous thoughts. Heretics were often liquidated, to use a modern phrase. The Crusades against the Albigensions in Southern France were as barbarous as the Nazi slaughter of Jews. Only criminals guilty of violence should be restrained. What People think is their own private affairs; what they do concerns the public.

The Parliament acts as a liaison between the people and the State. It is the place where we sense atmosphere and create it. The leaders do not merely follow public opinion but lead it. "Your representative" observes Burke, in a well known passage, "owes you not his industry only but his judgement; and he betrays instead of serving you if he sacrifices it to your opinion". If we merely reflect public opinion on the plea that we are concerned with winning votes, then what we say in Parliament will be tripe, platitude and demagogy. The decisive consideration should be not whether we do anything popular but whether we do the right. In a majority of cases, when we do wrong, we will be unpopular. Terriffic pressures discourage acts of political courage.

Membres of Parliament should be chosen with care and given training through institutions like your Bureau for Parliamentary Studies. The representative must have an understanding of the Constitution which is the contract between the people and the government, its directive principles which form our national *dharma* or righteousness which is the basis of all rights and duties, which helps to develop the secular and the spiritual interests of the people *abhyudaya* and *nisretasa*.

We have scrapped the dogma of the divine right of kings; even governments by elected majorities have no divine rights. A democratic government, *i.e.*, government by the majority is open to grave abuses. Lord Acton observed, ".... that Government by the whole people, being the government of the most numerous and most powerful class, is an evil of the same nature as unmixed monarchy, and requires for nearly the same reasons, institutions that shall protect it against itself and shall uphold the permanent reign of law against arbitrary revolutions of opinion." For a sound democracy we require freedom of thought and expression. This demands respect for minority opinion. In a true democracy there is always an opposition. It may not be strong in numbers but it does not follow that it is

lacking in political intelligence. The opposition may not compel agreement but it compels thought. Authoritarian methods of suppression of opposition are dangerous to democracy. Budha, Socrates and Jesus are symbols. The State can silence them but cannot quench the fire that burns in them. Socrates and Jesus and many others were silenced as grave security risks in the cold wars of their times. Across centuries of despotism and dogma we find the poison cup, the cross, the stake, the torture chamber and the concentration camp. We did not liquidate the Budha or for that matter other non-conformists. As a rule we did not confront our people with either conformity or martyrdom. We allowed for freedom which is the way to progress. Nothing has been more disastrous to the world than the common assumption that we are always right. If we suppress those who preach unorthodox ideas and stifle the spirit in man, we are not democratic. What we do with our non-conformists is the test of a democracy.

A government is not democratic simply because it is voted into power by the majority It is not democratic when it is required to vote for only one party. The test is whether it gives democratic rights to its subjects, if it allows freedom of thought, speech and association to its opponents. If a party brooks no rivals outside it and no dissensions within it, even if it is voted by the electorate, it is un-democratic.

Part III of our Constitution on Fundamental Rights gives us a set of rights or civil liberties. These rights are the limits which the government has placed on itself, for the protection of the citizens. As even governments cannot infringe them, we are preserved from tyranny. The highest political good is liberty regulated by just laws. If all men have these rights, they have also a duty to respect the rights of others. Our right ends when it interferes with the right of another. The right to free speech, for example, does not carry the right to an audience for that interferes with the rights of others.

Democracy means distribution of power, decentralisation. An independent Judiciary, Audit and Services Commission restrain governments from arbitrary or tyrannical acts. These institutions require to be protected from the executive interference or political pressure. It is the only way to develop standards of public life for even the best of men are coarsened and hardened by excess of power. Tyranny becomes a habit, nay a disease. Power should not be centralised.

The aim of society, says Aristotle, is to promote the good life, not the glorification of a Pharoah or a great emperor. The good life is impossible under the incalculable caprices of tyranny; so power should be bridled by law. Aristotle writes "He who bids law rule bids God and reason alone rule, but he who bids men rule adds the element of the beast". Since no man is fit for unbridled power, commonsense dictates the rule of law. Cicero insists that Government is not mere arbitrary power. "Society is not a mere mob come together anyhow". He says that it is "a commonwealth united by the acceptance of law and by a common enjoyment of its practical advantages". Political power is justified only if it advances the common good, *manava dharma.* A tyrant rules by force, a parliament rules according to law. The great political thinker Edmund Burke said: "Those who give and those who receive arbitrary power are alike criminal and there is no man but is bound to resist it wherever it shows its face in the world .... It is wickedness in politics to say that one man can have arbitrary power". We do not want a tyrant or a mob. "The objective of government", according to Spinoza, "is not to change men from rational beings into beasts or puppets, but to enable them to develop their minds and bodies in security and employ their reason unshackled." In fact, the true end of government is liberty.

Democratic government rests on clean and efficient administration. Government is becoming the largest employer with the gradual expansion of the public sector. We must recruit the right type of personnel. Everyone must have an equal chance of securing a government position and selection should depend on ability, not influence.

III

The democratic approach is by persuasion, argument and adjustment of conflicting views. If there is a difference of opinion, one can say, "agree with me or I will hit you" or "let us sit down, understand each other and decide." The latter is the democratic approach. It believes that love is better than hate, cooperation better than strife, consent better than coercion. In the present world, resort to violence is at best a cowardly escape from democratic processes and at worst treason to the future.

There are many problems facing us. To realise freedom of spirit, liberty from physical and social constraints is essential. We can free ourselves from material and social compulsions through right economic ordering of life and the proper fostering of social relationship. Many millions in our country suffer from a slavery far more cruel than chains and shackles. Human beings are sometimes treated as commodities to be bought and sold. Clauses in the Constitution or laws in the Statute Book are not changes in the structure of society. Poor people who wander about, find no work, no wages and starve, whose lives are a continual round of sore affliction and pinching poverty cannot be proud of the Constitution or its laws. We seem to be poor with the accumulated poverty of centuries. Until we are able to free our citizens from poverty, hunger, disease and ignorance, our democracy will be empty of content. We should achieve a social and economic revolution by methods of persuasion and consent. We believe that we can improve our social environment by argument, conciliation and majority vote. We should have institutions of social conciliation and arbitration, while trade unions are not to be treated as tools of the State, they should not allow sectional interests to prevail over national good. Institutions which have been obstacles to economic well-being and social justice require to be removed.

It is true that society should protect itself against crime for all violence is a menace to the rule of law. But we should also strive to check crime at its source. We must create conditions in which men and women can live and work and face the future with confidence and security.

Democracy is an invitation to a new life. The ideal we have set before ourselves must become flesh. What happened in 1947 is the beginning of a revolution and we have to carry it out. If our Constitution does not bend to the needs of a creative society in which "the free development of each is the condition for the free development of all", it will break. Democracy has two sides to it, the making of the individual and the drawing of the world together. A new society is possible only if men prize liberty as the highest of all possessions. We look forward to a new order of society in which the sacredness of personality becomes the working principle, in which the whole world becomes the unit of co-operation, in which every person has equality of opportunity for his complete development, in which there would be a redistribution of the world's economic goods providing equal opportunities for all. The noble vision of a *societas genevis humani*, the society of the whole human race, is taking shape in the minds of many. If the vision of a creative society, an indivisible democracy, weakens, our society will decline. If the idea holds us, we move forward. To establish a creative democracy we should develop the democratic spirit in our hearts. Gandhi taught us that great power resides in the spirit of the people, not in the weapons they use to kill others but in their readiness to die. Mahabharata says:

naiva rajyam narad asit na
dando na ca dandikah
dharmenaiva prajah sarvah
raksantisma parasparam[1]

People flourish not because of a constitution or coercion or lawgiver but because they are guided by dharma and help each other in co-operation.

[1] Santiparva

Role of Estimates Committee

by

B. G. Mehta, M. P.

SINCE we have constituted ourselves into a Sovereign Democratic Republic, we, the citizens of India, wield our authority over the Executive, through the Parliament which is a sovereign body and whose decisions cannot, ordinarily, be challenged. In spite of its being a sovereign and superior body, it cannot, possibly, undertake the varied funcions of the Executive. Yet, it exercises its control over the Executive in a formidable manner, befitting its status and dignity. The essense of parliamentary democracy lies in its flexibility in the following respects: first, in having a full, free and frank discussion of any policy issue; secondly, in cultivating a will to understand the differing veiws with an open mind; and thirdly, in striking a compromise, as an essential adjunct, for bringing about the largest possible measure of agreement in laying down policies which might affect the totality of the people. These are the main principles governing a parliamentary democracy.

Our parliamentary institution is just over eight years old and is still undergoing its primary stage of development. It has yet to build up its nucleus of healthy traditions, consistent with our goal of Democratic Republic, which may ever remain the source of strength to its evolutionary process.

Financial Control

In a democracy, financial control is one of the most effective ways by which the people, through their elected representatives in the Legislature, exercise control over the Executive. The 'Treasury' is the government's instruments for carrying out its financial policy and for supervising the activities of the departments. Its functions are so varied and so numerous that it is impossible to define them precisely. "Treasury Control", wrote Henry Higgs, "is something that you live under, that you suffer from, that you profit by; and if you cannot define it, well—Lord Morley used to say that he could not define an elephant, but he knew it when he saw it."* It is this invincible 'Treasury Control' which the Parliament and the State Legislatures are called upon to grasp and resolve in all its effective components.

Parliament should exercise control over the following financial items:

(i) Taxes and other Revenue Receipts;
(ii) Expenditure;
(iii) Borrowings; and
(iv) Accounts.

Control over Taxes, etc.

Article 265 of the Constitution states "no tax shall be levied or collected except by authority of law". Thus, it is incumbent upon the Executive to get the approval of Parliament in respect of fresh taxation proposals. The final authority, whether to accept, modify or to reject the proposals, vests in the Lok Sabha.

Control over Expenditure

Article 266 (3) lays down "No moneys out of the Consolidated Fund of India or the Consolidated Fund of a State shall be appro-

* 'Public Administration' Vol. II (1924), p. 122.

priated except in accordance with law and for the purposes and in the manner provided in the Constitution". In accordance with this direction, a Statement of the estimated receipts and expenditure of the Government of India (Annual Financial Statement) is laid every year before both the Houses of Parliament [Article 112 (i)]. The Annual Financial Statement is debated in both the Houses of Parliament; but it is voted only in the Lok Sabha. The Lok Sabha has power to reduce the demands; but it cannot increase the grant directly. After the demands are voted, an Appropriation Act is passed by the Lok Sabha, appropriating the sums voted as grants and also the sums 'charged' (under the Constitution of India) on the Consolidated Fund. Appropriation Bill is a Money Bill and therefore, the Lok Sabha wields the final authority over it. A cut motion can have the same result as a motion of censure and, therefore, it is an important weapon in the armoury of the Lok Sabha. Since appropriations are voted only annually at a time, it obliges Government to seek parliamentary authority every year.

Control over Borrowings

In India, parliamentary authority is not required to enable the executive government to borrow, but it is necessary in the United Kingdom. Parliament may by law fix limits within which Government borrow; but no such limits have been fixed. Until such limitations are fixed, Government need not get the specific authority of the Parliament to borrow. Broad proposals for government borrowing are, however, made known to Parliament while presenting the Budget.

Control over Accounts

On behalf of Parliament, the accounts of the Union of India are audited by the Comptroller and Auditor General of India. He is a statutory authority, independent of the executive. He prescribes the form of the accounts with the approval of the President. His reports of the accounts of the Union are submitted to the President and are laid before each House of Parliament.

Financial Committees

The work of effecting general financial control is entrusted to the financial committees of the Parliament, *viz.*, the Estimates Committee and the Public Accounts Committee. The Estimates Committee is elected wholly by the Lok Sabha and the Chairman is nominated by the Speaker out of the elected members. The present strength of its membership is 30 and the Committee is responsible to the Lok Sabha under the general direction of the Speaker.

The Public Accounts Committee consists of members of both the Houses; but majority of the members are from the Lok Sabha. The Public Accounts Committee examines the criticisms made by the Comptroller and Auditor General in his reports placed before the Parliament. It examines official witnesses on irregularities reported by the Comptroller and Auditor General and reports its findings and recommendations to the House. All cases of unauthorised expenditure, excess over grants made by Parliament, diversion of funds to objects other than those for which they were voted, infructuous and wasteful expenditure and other financial irregularities are considered by the Committee. The accountability of the executive to the Parliament in respect of these reports has the effect of toning up financial administration.

Guiding Principles

We are sometimes charged by foreign administrators that our approach to administration is negative and one of retarding action and making achievements difficult. As Mr. Paul H. Appleby puts it:

> "Indian leadership has had the tremendous problem of shifting from the negative, anti-government attitude that was necessary to the drive for independence to a positive, operating, institutional respon-

sibility appropriate and necessary to program achievements planned by independent and revolutionary India. The shift from participation in colonial rule to participation in India's own rule was never one-twentieth as difficult for the civil servants as for the parliamentarians, and this shift was readily made long ago. A strange but logical result of parliamentary distrust of the civil servants has been to confine them to the rigid processes of colonial administration which greatly reduce their capacity to serve the great policy objectives of the new India. The civil service is the essential tool by which action can be carried forward; if it is used with lack of confidence, its actions will be lacking in effectiveness."

We are quite conscious of our drawbacks, especially, in regard to our outlook which has developed as a result of a century of alien rule. I should correct Mr. Appleby however and say that the outlook is shared by the parliamentarians as well as by the civil service. It is a matter of satisfaction to us that both the segments of administration are fully conscious of this fact and they are restraining such tendencies within their bounds. No doubt, there is still scope for improvement; but it will take some time to disappear, completely. My experience as Chairman of the Estimates Committee has convinced me that the meetings of the financial committees, which bring the parliamentarians and the officials together, act as catalytic ground in melting away all such complexes.

The Lok Sabha was fortunate in having the late Dadasaheb Mavalankar as its first Speaker who established some very healthy traditions for the functioning of the financial committees. In one of his addresses to the Estimates Committee, he said, "we must see that we cultivate with them (officials) the best atmosphere and the best relations. When we interrogate officials, let us not do so, as if they are our opponents and we are cross-examining them as lawyers."*

Study Groups

Describing the importance of Study Groups, the late Dadasaheb Mavalankar said:

"If we really want to develop democracy our problem is not speeches. Our problem is not even the number of votes we carry. Our real problem is to have persons who will be able to understand the problems before us and make constructive suggestions. When you form Study Groups and know the difficulties, you naturally are forced into constructive thinking. This kind of study and grasp should prepare the personnel which may become as it were the 'second line' of Ministers.†

Judicial Approach

The late Dadasaheb Mavalankar gave valuable advice to the Estimates Committee in developing a sense of judicial approach in their reports to Government. He said:

"Let us not approach any problem beforehand with any pre-concieved notions. I urge upon a judicial approach of things. Let us try to approach and find out what the truth is. Many times, there is a tendency on our part not to do so. It is human failing that we try to get facts only to suit a particular point of view. That is a wrong process to my mind. Any criticism based on correct appreciation of those facts is likely to appeal to a large section of the Government. So far as parliamentary committees are concerned, there must not be a single fact alleged in your reports which cannot be supported by evidence. Only if our reports are of that kind, the Committee will gain prestige. If there is any loose statement, which the Committee has later to withdraw, the prestige of the Committtee will tumble down. It is better, we do not say; what little we say should be based on solid facts."†

*Address delivered before Estimates Committee on December 12, 1950.

†Address before the the Estimates Committee on May 7, 1951.

Role of Estimates Committee

We are greatly indebted to Dadasaheb Mavalankar for laying down in general, the ethics of conduct for the members of the financial committees. It has been our solemn endeavour to prove worthy of his ideals. That will, truly, be a fitting homage to the Father of the Indian Parliament.

The functions of the Estimates Committee are:

(a) to report what economies, improvements in organisation, efficiency or administrative reform, consistent with the policy underlying the estimates, may be effected;

(b) to suggest alternative policies in order to bring about efficiency and economy in administration;

(c) to examine whether the money is well laid out within the limits of the policy implied in the estimates; and

(d) to suggest the form in which the estimates shall be presented to Parliament.

A question may naturally arise: Is there any need to go into the aspects of economy, improvements, efficiency and administrative reform, when the administration itself has some branches to deal with all such matters and when the Ministry of Finance and the Cabinet Secretariat are all devoting good deal of their energies in tackling those issues and solving them to the best of their ability? No doubt, the administration has devised all the necessary checks and counter-checks and placed most experienced and expert administrators in their charge. We are also aware of the fact that this process is constantly going on in the various Ministries, but still we sometimes find red-tapism, lack of coordination, extreme departmentalism and above all, lack of essential human approach.

The role of the Estimates Committee is not that of a 'baton-happy policeman' or that of a 'swollen eyed auditor', it is something different altogether. It is somewhat comparable to that of a jurist who is called upon to pronounce verdict over the most intricate legal cases out of his commonsense. Similar is the position of the members of the Estimates Committee. Generally all its members are laymen in the subject, without the knowledge of rules and regulations and intricacies of administration, but their basic approach, to the issues under examination, is one of study and understanding. When the official witnesses appear before the Committee, the members try to understand from officials, as much as possible, all aspects of the problem and draw their conclusions out of their common judgment. That is why their recommendations may sometimes appear to be square pegs in round holes; but viewed from a proper perspective, they may be the only best solution of the issues involved, even necessitating change in existing rules and regulations.

Thus, the approach of the Estimates Committee, composed of elected members of the Lok Sabha representing all sections of the people, is essentially a people's approach and implies a judgment of sound commonsense.

Thus, the reports of the Estimates Committee wield great influence over the working of the Administration. They act as a moral check, due to the awareness that every department's activities will come under the searching examination of the Committee and the accountability to Parliament, in respect both of the criticisms levelled by the Committee and of the recommendations accepted, helps to maintain a high standard in Administration. It is thus ensured that the tax-payers' money is laid out properly and efficiently and that the tax-payer gets an adequate return for the taxes paid by him.

Subordinate Legislation

by

N. C. Chatterjee, M. P.

SINCE Lord Hewart published his celebrated book on "New Despotism", the subject of Delegated Legislation has received very close attention of all thoughtful persons who believed in the maintenance of the sovereignty of Parliament as an essential feature for the satisfactory working of a democratic set-up. During the first World War the executive was clothed with the most elastic power of law-making. The British Parliament, unlike ours, could delegate any powers to any agency.

Lord Hewart's indictments compelled the Lord Chancellor of England to appoint a Committee on Ministers' Powers to look into the powers of law-making and their relation to the sovereignty of Parliament. The Donnoughmore Committee reported in 1932 and it recommended that in each House a small Standing Committee should scrutinise not only all subordinate legislation but also all Bills which propose to delegate the power to make it.

It was recognised that the practice of delegating legislative powers could not be dispensed with as it was futile for Parliament to endeavour to work out the details of large legilsative changes. Useful suggestions were made as to the limits of legislative powers and the method of ministerial procedure and the safeguard for the protection of the public. The considerations which influenced Parliament to suport subordinate legislation were:

(i) Pressure upon Parliamentary time,

(ii) Subject matter of modern legislation being often of a technical nature.

(iii) Flexibility permitting the utilisation of experience and the result of consultation with the interests affected.

Parliamentary control over subordinate legislation was found defective in two respects.

(i) Legislative, powers were freely delegated by Parliament without the members of the two Houses fully realising what was being done.

(ii) There was no machinery for the effective scrutiny on behalf of Parliament of the powers conferred by Parliament.

It is a healthy sign of Parliamentary democracy in India that the Speaker of the Lok Sabha was fully alive to the need of maintaining Parliamentary control over Subordinate Legislation. The Committee on Subordinate Legislation was nominated by the Speaker on the 1st December 1953. I had the privilege of being associated with this Committee from its very inception.

In the first Report presented to Parliament in March 1954, the most important recommendation was that Bills containing proposals for delegation of legislative powers should invariably be accompanied by a Memorandum containing the details and the scope of such proposals. The Committee also made certain recommendations for the purpose of bringing about uniformity in the practice of delegating legislative powers.

In September 1954, the Committee presented its Second Report to the Lok Sabha. The Committee examined many Bills and statutory orders and pointed out where legis-

Paper read at the Seminar on "Parliamentary Democracy." Reproduced with the kind permission of *Indian Bureau of Parliamentary Studies*.

lation had gone beyond the limit of Rule-making authority. The Third Report was presented in May 1955.

In some respect the Indian Parliament has made progressive innovation. The Speaker has appointed a Member of the Opposition as the Chairman of the Com. mittee. This is a healthy innovation and I am happy to say that the Committee has functioned entirely free from the control of any of the Ministers. The members of the Committee acted in a business-like manner and were absolutely free from any party whip and they never approached any problem actuated by party spirit. As a matter of fact we have functioned very satisfactorily as a business Committee charged with the responsible duty of checking and eliminating the chance of possible transgression of authority prescribed by Parliament. Matters are decided by general concensus of opinion of members present and the Chairman is spared the necessity of taking any votes. When I was in England in July 1955 in connection with the Commonwealth Law Conference I had the privilege of discussing the difficult question of Delegated Legislation with Sir Cecil Carr and I had profited by the experience of the recognised expert on this subject. The Committee are particularly interested in insisting on the compliance with the Rule that all subordinate legislation must be placed on the table of the House and every deriliction is promptly censured.

Generally we have received the co-operation of the difficult Ministries, and the Officers, whenever we had occasion to send for them or to interrogate them as to the propriety of the subordinate legislation they had promulgated, adopted a helpful attitude. Whenever the committee had pointed out to a Ministry or the rule-making authority that the rules have gone beyond the limits prescribed or that they were not in conformity with the spirit of the statute, the department or the officials concerned have accepted our view—point and have attempted to rectify the matter. In particular the Committee has been careful in scrutinising the measures so that the jurisdiction of the Courts of law should not be ousted. The danger of executive despotism becomes serious, if judicial review is sought to be ousted by the Rule-making authority.

The Committee was addressed by the Speaker in December 1954 and there was a valuable discussion as to the lines on which the Committee should work in order to make Parliamentary democracy effective. I quote here the observations of the Speaker which should be remembered by every member of Parliament and by every person interested in the successful working of democracy in this country.

"These days, when the nature of Govern ment has changed and is fast changing, the duties of Parliament are also getting manifold and onerous. In our conception of the State, as a welfare State, the administration pervades every walk and aspect of a citizen's life and naturally, therefore, the scope of legislation is very wide, and the number of laws that are required to be enacted is quite large.

"In such a state of things, it is impossible for any body of legislators to deliberate upon, discuss and approve every little rule or regulation, which may be essential for the purpose of administering the various laws, schemes etc., which Government may sponsor. There is also the limitation of time on account of the various duties and obligations that Parliament has to perform; it has to keep a general supervision and watch over the executive; it has to exercise control over finances; it has to lay down general policies for the guidance of the executive and many other things. Parliament can, therefore, lay down, even in the matter of legislation, only broad aspects of a measure and leave the details to be worked out by the executive to give effect in the desired manner to the wishes as expressed by the legislature in an enactment.

"This has necessitated the delegation of Parliamentary power of legislation to the executive within the scope and limits that

the legislation may impose. Experience has shown that the work of Government has to be carried on more by the rules made by the executive than by the few principles which are laid down for the Government by Parliament. The rule-making power thus vested in the executive by legislation, has given rise to a kind of "new despotism" as experienced parliamentarians in the U.K. would say. It is for the purpose of keeping this new despotism under control within due limits and on proper lines that Parliament functions through this Committee. You, as Members of the Committee, are therefore in a sense the custodians of the duties of Parliament to watch as to how the power given by Parliament is being exercised in action and to keep the administration within the bounds intended by Parliament."

I can assure you that the members of the Committee are fully alive to their responsibility. They have attempted to act as the custodians of the people and we have succeeded, in my humble opinion, very often to direct the Rule-making power in proper channel.

We recognise that the delegation of power is both a necessity and a risk. We have done our best to minimise the inherent risk in the improper exercise of the Rule-making powers. It is often very difficult to find out the dividing line between policy and detail. But our Rules of Procedure have framed some salutary provisions on the subject. We do not take them as the final word. We have not functioned as an Opposition to the Executive or to the administration but as a responsible body of persons appointed by Parliament to subject to detailed scrutiny the fairly voluminous output of subordinate legislation in a non-partisan manner, taking an independent and detached view, so as to safeguard public interests and to eliminate as far as possible the abuse of authority or any encroachment on Parliamentary sovereignty.

First Parliament Has Evolved Noble Tradition

by

V. B. Gandhi, M. P.

EXPERIENCED observers in this country and others from many foreign countries, who have watched the first Parliament of India functioning and who have studied its working, have said that this Parliament is a notable one in many ways.

They are all unanimous in the opinion that this Parliament deliberates and legislates on questions of national importance in a manner which should characterise a much more mature body than the four and a half years old body that it is.

Its record of legislative work, both in point of quantity and of quality, should compare very well with that of any other Parliament in the world. Here, it may be interesting to note that the 13th Session was declared by the press and by everybody else to have been a momentous session of this Parliament considering the amount of legislative work completed and the vital and historic character of the work done.

It is in this session that the great task of re-drawing the political map of India through the States Re-organisation Bill as well as through the Constitution Ninth Amendment Bill was accomplished although as was only to be expected not without a prolonged and strenuous struggle in which all parties and all shades of opinion had freely participated.

In fact, one cannot resist the temptation of quoting what a leader of the Opposition like Shri Frank Anthony said of this session. He said, "it was a thrilling, a momentous and a truly historic session."

Good Augury

Every Parliament has its parties and is divided into groups. These parties and groups function on the basis of there being a majority party or a Government party and there being an Opposition party. Each side, that is both the majority as well as the Opposition, can be composed of a number of separate parties or groups. The Opposition usually functions through criticising and opposing proposals of the majority party. That is normal to all Parliaments and that is as it should be.

But it is given to only few Parliaments and these few Parliaments are the ones where democracy has functioned for a long time that the majority and the opposition parties rise above party considerations in dealing with great issues of national interest and foreign policy.

It is a matter of great satisfaction that the parties in the Parliament of India—in this very first Parliament of India—have, on many occasions, subordinated their Party considerations when they debated questions of Parliamentary procedure, questions of this country's policy on certain external affairs, and questions of Constitutional Amendment.

It is a good augury for the future of democracy in this country and for the preservation of the liberty of the individual citizen in this country that, in our Parliament, respect for the country's Constitution is not confined to one party but is shared by all parties as is evidenced in debates on Bills amending the Constitution.

Reproduced with the kind permission of the author and the Editor, *Free Press Journal*

There is Humour

Parliamentary business is normally bound to be serious business but with the great variety of talent that we have in this House, occasions are not wanting when good-natured humour is provided in many speeches. Occasions for a good joke enjoyable by all sides occur more frequently during Question Hour. Among the members there are gifted men in all parties. There are men of great eminence in law, in science, in constitutional procedure, in politics, in economics, in agriculture, in social welfare and in short, in all manner of subjects which will interest a Parliament of the country.

In other countries, oratory in Parliamentary debates may have become a thing of the past but in our Parliament, there are still two or three men who like to thunder and to thrill the House in the right oratorical fashion. However, the majority of speeches now tend to be more businesslike, more persuasive with greater regard to argument than to rhetoric. There are some members to whom it is a delight to listen. Both English and Hindi are spoken with greater effect and in the case of English, one hears it spoken in one or two instances, with an almost perfect Oxford accent.

To have a good locomotive or a good aeroplane is not enough. One must also have an experienced and a skilled engine driver or a pilot. Similarly, for a good Speaker. This Parliament has been particularly fortunate in its Speakers. The late Shri G. V. Mavalankar was an outstanding person as the first Speaker of the Parliament whose merit as a Speaker was acknowledged not only in this country but by experienced Parliamentarians in many other countries.

Our present Speaker, Shri Ananthasayanam Ayyangar, is a veteran Parliamentarian with a great fund of knowledge and experience of Parliamentary procedure and what is more, he has a rare capacity for ready humour. These two distinguished men as our Speakers have laid the foundation of many valuable conventions and traditions which are bound to ensure the working of a Parliament in which both the majority and the Opposition parties can function with proper safeguards and impartial treatment for all.

Women Members

The twenty odd women members of the House have secured a prominent place for themselves in the work of this Parliament. It is a treat to hear some of the fighting speeches that come from women members not only when social problems are before the House, but also when political and economic problems are being debated. These women members can give a good account of themselves and will do credit to any Parliament in the world.

Above everything else, the one thing to which I would attach the greatest importance and which makes this Parliament a great Parliament is that even in the most heated debates and even during the bitterest attacks on party lines, it has shown a singularly tolerant spirit and a sporting spirit. I sincerely hope that this characteristic of our Parliament is based on the temperament and the tradition of the Indian people and is, therefore, going to endure.

It has been a pleasant surprise to visiting Parliamentarians from other countries to see the very friendly relations that exist between members of various parties, between members of the Opposition and the majority party. Outside the Chamber, when debates are over, there is hardly ever seen any trace of bitterness or any evidence of strained relationship between members of parties. There is always there in every one of our parties readiness to recognise worth wherever it is found.

There is something intangible, something that can be sensed but cannot be described in the manner in which Parliament, after withering atttacks and counter-attacks between parties, settles down in the later stages of the consideration of a Bill to a calm consideration and takes its decision. Many have said that this invaluable element, this intangible element flows directly from the personality of one in the House and that is our Prime Minister.

Magic Touch

I have watched the House debating, quarrelling, attacking and I have also seen it returning to a reflective mood—and I say this in respect of all sides of the House and all parties in the House—when the Prime Minister has intervened in a debate. He has often turned not only the tide of the events, but also changed the minds of members in all parties.

The Prime Minister's influence in the House is unique. It is perhaps given to few men in any Parliament in the world to receive such an acknowledgement from all sides of the House.

It is hoped that these qualities and these traditions of the House will long endure during the time of many Prime Ministers. There is every reason to believe that they will. The people of India, with their great diversity in many matters, present a greater contrast between man and man than is to be found in other countries with more homogenous population. When one sees represented among the members of the Parliament the various levels of scholarship, achievement, service—when one sees a man of an international standing in Science like the late Dr. Meghnad Saha and when one sees a man who has laboured in a small town for the welfare of the people in a true spirit of service—one is struck to find how faithfully this great Parliament reflects all the levels of the people in the country.

The Relations Between the Executive, the Legislature and the Judiciary

by

P. N. Sapru, M. P.

AFTER careful consideration the Constituent Assembly decided that a parliamentary executive will best suit the genius of our people. In simple language, the Executive, which has to run the administration of our country, is drawn from legislative sources, and can remain in office only till such time as it commands the confidence of the legislature. It is like the British executive, which may be called a committee of the majority party in the House of Commons. Fortunately, the Executive in our country has proved to be a strong one. The reason for that is the very large majority which the Congress party, which was returned in power at the last general election, enjoys in the House of the People. Under a parliamentary system of government, the Executive does not act as a servant of the legislature. It is its business to supply leadership and it does so after taking into consideration the views of the party it leads in various ways. The Executive is chosen by the Prime Minister. For it is upon his advice that the President appoints the various ministers and deputy ministers who form the executive of the country. It is open to the Prime Minister to reconstruct his cabinet from time to time and for this purpose he can ask his ministers to place their resignation at his disposal. The Prime Minister's position under a system of responsible government is of a most pivotal character. It is for him to select his colleagues and they can continue in office only till such time as they enjoy his confidence.

The Cabinet system has been adopted by our Constitution for both the Union and the State Governments. As is well known, the head of the Government in our States is called the Chief Minister. He has much the same powers that the Union Prime Minister enjoys in relation to his colleagues.

The merit of this system of parliamentary democracy is that it ensures harmony between the legislative and executive organs of government. In the United States of America, where the presidential system prevails, each branch of the government, *i.e.*, the President, Congress and the Judiciary—is completely independent of the others. Members of the Cabinet are not drawn from legislative sources. Indeed, they cannot be members of Congress and if appointed as members of the Cabinet, they have to resign their membership of the body. They hold office at the President's will. Though generally treated as colleagues, they are, constitutionally speaking, the President's Advisers. It is for the President and President alone to decide what weight to attach to their advice. In order to make the system workable, the President has been endowed with some powers independently of Congress. The system is based upon checks and balances and is, in actual fact, difficult to operate. That it, however, suits the genius of the Americans people is obvious for they have come to entertain a great veneration for it. They are devotedly attached to it and it is well-known that the Chairmen of the Committees of the both the Senate and the House of Representatives, particularly those of the Senate, exercise vast influence. Legislation is promoted by the Executive in Congress with the assistance of these Chairmen and Ministers appear as witnesses before Committees of Congress to support the legislative proposals sponsored on behal of the Administration in Congress. It ha

occasionally happened that a President has been unable to carry through his programme in the absence of the support of the requisite majority in Congress, but the defeat of a measure sponsored on behalf of the Administration does not lead to a resignation of the President or the individual Minister responsible for the department promoting the legislation in question.

In a unitary Constitution, largely unwritten such as the British Constitution is and amendable by the same process as any ordinary piece of legislation, the question of what is beyond the competence of the legislature cannot be canvassed in courts of law. Here in our country we have a Constitution which for want of a better expression, may be described as a *quasi-federal* one. Sovereignty has been split up between the Union Centre and the States, composing the Republic. There are subjects in regard to which only the Union Parliament can legislate. Others which are within the exclusive jurisdiction of the State Legislatures, and yet others regarding which both the Union Centre and the State Legislatures can legislate. The executive power of the Union Government as also that of the State Governments is co-extensive with their legislative powers. Questions, therefore,, occasionally arise as to whether a particular act passed by the Union Legislature or the State Legislature is within the competence of the legislature passing it. On a question being so raised in a specific case brought by a party affected by the legislation in question, the validity of the law can be tested in our courts of law at the head of which is the Supreme Court. The law as interpreted by the Supreme Court is binding upon all courts in this country and the executive government is bound to assist in its execution.

Not only is the sovereignty of our legislatures restricted by the provisions of the Constitution regarding legislative lists but we have also in our country certain fundamental rights which it is obligatory on our legislatures not to disregard in formulating laws. These fundamental rights are not in the nature of unalienable rights which no human agency may touch. They can be modified, amended or abrogated by Parliament in the manner provided for by the Constitution. Further, they are not, in many cases, in the nature of imperative, absolute or unqualified rights which cannot be curtailed at all by the legislatures. Reasonable restriction can be placed upon them in the interests of public order, morality, decency, security of the State and such like grounds. Here again, it is for courts to decide in a case initiated by a party affected by the legislation in question or an executive order which contravenes these rights, whether the test of reasonableness is satisfied by the impugned legislation or executive order. Courts start with a presumption in favour of the validity of Acts passed by the legislature. But in a proper case they cannot escape the responsibility of deciding what is or what is not a reasonable restriction. This does not of course mean that they are expected to substitute their own ideas of what is reasonable for that of the legislature. Though the Directives of State Policy have not been made justiciable, they enunciate in noble language the entire philosophy upon which our Welfare State rests. And in coming to the conclusion whether the law is reasonable or not, courts can and should be able to draw inspiration from these directive principles. Though there is no due process clause in our Constitution, we have not been able to escape completely the spirit underlying it. For often in pronouncing upon the question whether the procedure laid own in arriving at a certain decision was or was not proper they have to consider whether principle of natural justice was ignored or not.

From what has been said about the powers which have been specifically assigned to our superior courts in our Constitution under Articles 32, 226, 227 and 228 of the Constitution, it is apparent that our superior courts enjoy vast powers of ensuring that neither the executive nor the legislatures set up by the Constitution go beyond the spheres allotted to them. Necessarily, therefore, importance was attached by our Constitution makers to the independence of the Supreme Court and our High Courts. Constitution

makes the courts the interpreter of our laws. It is for them to ensure that the equality clauses are so worked as not to lead to any discriminatory treatment. While law-making is a task reserved for the legislatures, courts do, in interpreting laws, occasionally change it in a direction not intended or contemplated by the legislature. In those circumstances, it is ultimately for the legislature to decide whether it will allow their interpretation to continue for the future. The legislatures, though sovereign within the limits assigned to them, are not sovereign in the sense that the British Parliament is, makes the courts the interpreter of our laws. for, being creatures of a written Constitution, they are bound by the terms of the Constitution. The Constitution, however, can be changed by Parliament in the mode indicated by the Constitution itself.

The main features, therefore, of our Constitution are parliamentary democracy, fundamental rights and the rule of law. In framing it we have attached importance both to the individual and the community from which the individual cannot be separated without grave damage to both.

Opposition in First Parliament

by

A. K. Gopalan, M.P.

THE first Parliament of the Republic of India, elected under universal adult franchise, functioned at a time when far-reaching and very important changes were taking place in the world, which vitally affected our own country especially when the country emerged from foreign bondage, was taking the initial steps for rebuilding our economy on a new basis so that our people can advance to higher material and cultural standards of life.

The work of each Party or group inside the Parliament must be judged by the criterion as to how far they reacted to the developments in the international arena so that our great Motherland, worthy of its position as the second biggest nation in the world, can play a decisive role in upholding our national independence, in helping sister nations to win and maintain their independence and in defending world peace; it must be judged by the criterion as to how far each party advocated such programmes and policies as would help our people to rebuild our national economy to end poverty and raise their living standards; it must also be judged by the criterion as to how far each Party fought against the growth of authoritarian tendencies and for the maintenance and expansion of democracy.

Recognition of Parties and Growth of Democracy

As far as the Communist Party of India was concerned, it emerged out of the last General Elections as the main opposition party with the backing of more than six million voters and 29 seats in Parliament. But the Indian Parliament adopted a convention that only a Party having at least 50 members will be recognised as a Party. I may here point out that such a convention is new in the history of any country where the system of Parliamentary democracy functions. The ruling party in India, by proposing such a convention, did not really help the growth of democracy in our Country.

Admissibility of Adjournment Motions

Similarly, though the Opposition members gave notice of more than 100 adjournment motions during the last five years on various issues seriously affecting the life of our people, the ruling party always took an attitude of opposing consideration of those matters by way of adjournment motions. I hope even the leaders of the Congress will be justifiably indignant if such a treatment was meted out to them in case they were in opposition.

Role of Communist Group in Parliament

Still, I can say without any hesitation that the Communist group in the Parliament did not function inside the Parliament as an opposition for opposition's sake. The Communist Party gave unstirring support to all policies and measures of the Government that were in national interest and beneficial to the people.

For instance, the Communists in Parliament have not hesitated to applaud every one of the Government of India's moves in the direction of peace. We have welcomed the Prime Minister's statements against the H-Bomb, we have welcomed and supported the *Panch Shila* declaration, we have given

our support to the steps taken by the Government of India to establish closer cultural and economic ties with the Soviet Union and People's Republic of China and to their opposition to military alliances like SEATO, Baghdad Pact and the maintenance of foreign military bases.

As far as Kashmir was concerned, we have given our full-hearted support to the stand of the Government of India against the manoeuvres of certain Western powers in the United Nations to prevent Kashmir from joining the Indian Union.

States Reorganisation

The Communists are also glad that their criticism inside the Parliament of many policies of the Government had had its effect and helped to change those policies to certain extent.

I can here cite the instance of the resolution which we moved on July 7, 1952, demanding immediate steps to reorganise the provinces into States on a linguistic basis. Then we were stoutly and obstinately opposed by the ruling party. The resolution was negatived. And as everybody knows within 5 years, our suggestion had to be accepted, a high-level States Reorganisation Commission had to be appointed and except for the bilingual State of Bombay, States have been reorganised mainly on linguistic basis. Why was this change? We believe that we, the Communists, were in 1952 really expressing the will and desire of our people.

Economic Policy

Inside the Parliament the Communists have fought against the strangulating hold on our economy of foreign capital and of all monopoly interests. We have fought for improvement in economic planning, for emphasis on heavy industry, for ways and means of really enlisting popular co-operation.

We wanted a positive policy against unemployment. The resolution moved by us in August 1953, was discussed over two sessions of the Parliament and led to its acceptance, in an amended form by the Government as a sort of direction for the Second Five Year Plan.

We have advocated the peasant's right to his land and to a fair price for his produce. We have fought for the workers' wages, for improvement in their conditions of work and for making provisions for provident fund and other social security measures for them; we have stood firmly for the middle-class employees' rights, whether in Government service, in banking, in insurance or in teaching and other professions.

We wanted an equitable system of taxation with the main burden falling on those capable of bearing it. We have shown the Government the way of raising resources for the Plan by nationalisation, for example, of insurance and of banking, of coal and tea industries and by state trading which the Government have at last partially accepted.

As everybody knows the Opposition has to function under heavy handicaps in Parliament since, according to Rules of the House, it is the ruling party that has the priority in all business of the House. Government business takes most of the time and the Opposition can only criticise or give suggestions to the Government proposals. As far as private Members' Bills or Resolutions are concerned, where the Opposition can initiate or introduce its own proposals, the time allotted is very short. For instance, only 2½ hours are allotted to private Members for moving resolutions, once in 40 days. Still we have done our best to focus the attention of the House and the Government, through Resolutions and Bills and Half-an-Hour discussions, on various issues of national import and people's welfare.

Some of the resolutions the Communist Members moved in Parliament are as follows:

July 7, 1952:	On the redistribution of States on the linguistic principle.

April 4, 1953: On the Safeguarding of National Security Rules, which were being used by Government for unduly repressing low-paid employees so as to drive them out of trade unionism.

November 24, 1953: On unemployment, suggesting the setting apart of Rs. 50 crores as unemployment relief, and an immediate cut of 30 per cent. in the prices of food and cloth.

August 27, 1954: On the proposed rationalisation in jute and textile industries and the evil influence it would have on the workers' standard of living.

September 24, 1954: On guaranteeing security of services to government employees after a certain period of service and repealing the Railway Services (Safeguarding of National Security) Rules, 1954, and similar provisions.

March 11, 1955 On ensuring the right of collective bargaining to the workers, which was hailed by the trade - union movement.

August 12, 1955: On the urgency of state trading in vital commodities.

August 17, 1956: On the need for an enquiry into the working of the Directive Principles of State Policy as given in the Constitution.

November 30, 1956: On the nationalisation of foreign interests in India.

The Communist members sought to enact through Parliament the following Bills:

Indian Trade Union (Amendment) Bill providing for the recognition of representative unions.

The Worker's Compensation (Amendment) Bill, clarifying the worker's right to compensation for disablement.

The Motor Vehicles (Amendment) Bill.

The Electricity (Amendment) Bill.

The Cigar and and Beedi Workers' Bill.

Finally, I have to stress the point of our relations with the voters and the people in general. In our Parliamentary Office we used to receive over 100 letters and memoranda per month on an average during the last five years from all parts of India. In addition, each Communist M.P. used to get numerous letters not only from their own constituencies, but also from other parts. I myself was getting over 100 letters and memoranda every month. We regularly reply to these letters, refer the issues raised in the letters and memoranda to the Government departments concerned and communicate the replies received to the persons or organisations concerned.

Our relationship with the people did not end with this. The members of Parliament have gone to all parts of India whenever the people were in distress or even engaged in struggle to get their legitimate grievances redressed or just demands conceded. We feel that it is our duty as people's representatives to help the people and to be with them whenever they are in difficulties.

Before I conclude this short and incomplete review, I take this opportunity to congratulate the staff and officers of the Lok Sabha Secretariat for their efficient work and thank them on behalf of the Opposition for the prompt help they have rendered us.

Role of Opposition Not Fully Realised

by

M. S. Gurupadaswamy, M. P.

I HAVE often heard people saying that Parliament is a political club of the nation. I have also heard many other jokes about Parliament. A friend of mine once cynically remarked, "If you see Parliament, you need not go to a circus".

In an embassy party I heard a lady saying that Parliament is an interesting link between the zoo and the museum. These descriptions may no doubt make good jokes. They are not something unusual or extraordinary.

In the old days, for instance, there were jokes about kings and queens; there were jokes about philosophers and prophets. There were jokes in the past and even now about jealousy and fickleness of fair sex. Why, as a matter of that, every section of humanity is subject to jokes, and quite often to ridicule, by every other section of humanity. So, when gibes and jeers are heard against Parliament and M.Ps., I take them all with a sense of humour.

I am sure even those who express these jokes do it for sheer fun and nothing else. As M.Ps. we have to tolerate cynics in our society, but sometimes this light talk may become disparaging humour.

A businessman once remarked to me that Parliament is either a gossip chamber or a talking shop. He said that members of Parliament talk and talk and do nothing but talk. And I told him that democracy is government by talk. Members of Parliament are elected by the electorate for that purpose. Their talk in Parliament cannot be dubbed as a farago and wild nonsense though sometimes relevance suffers casualty in the debate.

But I wonder why one should insist on relevance always! Will not too much of relevance and too much of matter of fact speeches turn the debate into sublime monotony? Even the best speakers of the world have sometimes allowed themselves to be irrelevant. After all human life itself is made up of both relevant and irrelevant things. However, irrelevance should not be made a rule but only an exception.

Our M.P.s during these five years have followed this precept more or less. Most of the M.P.s, who have talked, have talked well.

Some members, however, have successfully resisted all these years the very irresistible temptation to talk. In my view, those silent M.P.s deserve utmost respect for cultivation of voluntary reticence. The Government has, in any case, treated them with great consideration. Often special weightage has been given to these M.P.s.

For instance, when foreign delegations and important committees are formed, M.P.s, who have observed the rule of silence and who have not worried themselves about the debates, are normally accommodated—perhaps it is recognition of their impenetrable inertia!

A member said to me once that oratory is missing in the debates of Parliament. He said that there is no 'cut and thrust' in the debates. It is true that element of fire and force is missing in speeches. The decisive-

Reproduced with the kind permission of the Author and the Editor of *Free Press Journal*.

ness is conspicuous by its absence. Speeches are becoming more and more factual, analytical and stereotyped. I am reminded of the days of Gladstone, Disraeli and John Bright. Those were the days of sparkling display of oratory. The whole of Parliament used to be thrilled when these great men spoke with their rich resonant voice.

Even in England today, the days of oratory are passed and speeches are becoming increasingly drab, dreary and dull. In these last five years of Indian Parliamentary history, I could count on my finger tips, the cases of eloquence. In the debates on Kashmir, the Preventive Detention Act, refugee influx, Goa, President's Rule in Andhra and Travancore-Cochin and States Reorganisation Bill, I witnessed a few blazing flashes of oratory. In course of time these few instances may become fewer.

Speaker's Eye

Without the Speaker the Lok Sabha cannot function. He is indispensable to the House. He is Parliament's greatest connoisseur of speeches. Before members speak, they have to catch the eye of the Speaker, but in practice it is very difficult to do so. It seems that Mr. Baldwin once described the Speaker's eye as "the most elusive organ that nature has ever created". No member can be sure to catch that elusive eye, but now-a-days chits are increasingly becoming a convenient substitute for catching the eye of the Speaker. Quite often members make sure of their chance by their personal talk with the Speaker in his chamber. Invariably the leaders of various political parties get more time and more chances to speak.

I often hear from members that a few people unreasonably monopolise the time of the House. There is always a scramble to get a chance to speak somehow, somewhere and on some subject. A large number of members do not always speak on subjects in which they are well versed but on subjects about which they may not know much. Thus the debates lose their vigour.

When interest is lost in the debates members will generally try to keep themselves out of the House and try to spend their time elsewhere—either in the lobby or in the Central Hall. Often more members are seen in the Central Hall of Parliament engaged in gossip than in the House. Even the Ministers, who have to show more earnestness in the business of the House, are sometimes conspicuous by their absence.

During these five years I have seen a number of instances of members having had to address empty Treasury Benches. Many points of orders have been raised and many warnings have been issued by the Speaker, but in spite of this, Ministers have, all these years, behaved in a much more irresponsive manner than anybody else in regard to attendance in the House. When the Ministers themselves lose interest in the business of the House, what interest can others sustain?

More Ministers

During this period I also saw how the ranks of the ministry increased gradually and progressively from thirty to fifty adorning—nay, filling—the three rows of the benches on the right and the front of the Speaker. Somebody said that they make "an amusing medley of political clowns".

In these five years I painfully noticed in Parliament the falling off in standard in the performance of the Ministers, which indirectly affected the standard of the House itself. Mediocrity in the ministry has indeed introduced an element of mediocrity in our parliamentary life.

I feel that during these five years the Government Party has failed to recognise the importance of Opposition. Disraeli once remarked, "No Government can be long secure without a formidable opposition". The Opposition keeps the Government upto the mark, makes it cautious of committing errors, of doing things which the public will disapprove. I may say in a cryptic manner that the duty of the Opposition is to propose, expose, oppose and depose.

I cannot say that the Opposition has fulfilled this historic task. This may be so because the Opposition is a chaotic multitude. It possesses more colours than a rainbow—from pink to red. Often there was more division and disagreement in the Opposition ranks than between Government and Opposition. Moreover, the Independent members of the Opposition were so chameleonic in their policy that no party could depend upon them on any issue. These independents are too independent for anybody.

During this period we have had the benefit of association of quite a good number of lady M.Ps. It has been well said that lady M.Ps. add lustre and life to Parliament. Many a time the debate was enlivened by the sweet and delicate voices of lady M.Ps. Really, if there had been no lady M.Ps., Parliament would have been a monotonously dull House.

On the whole, this Parliament has functioned well in the most difficult period of history. Being the first Parliament of free India, elected on the basis of the Republican Constitution, its responsibilities, functions and role have been indeed far-reaching and great. For instance, it had to pilot two major five year plans for the nation, nationalise many new and existing industries, change and modify many important laws such as the Criminal Procedure Code, the Company Law and the Press Act, to suit the new conditions, and had to change the demographic pattern of our society by redistribution of territories.

So, in spite of many drawbacks and many omissions and commissions, the role played by this Parliament would certainly be regarded by our posterity as "a historic one".

Parliamentary Procedure Since Independence

by

M. N. Kaul,

Secretary, Lok Sabha

THERE has been a tremendous advance in parliamentary procedure since Independence. The Central Assembly was a pale shadow of the present Parliament and although the various parliamentary forms were present then, they were sadly lacking in substance. Gandhiji, writing in his autobiography, spoke of the Central Assembly in the following terms:

> "I have attended the proceedings of India's legislative chamber only once in my life, and that was on the occasion of the debate on the Rowlatt Bill. Shastriji delivered an impassioned speech in which he uttered a solemn note of warning to the Government. The Viceroy seemed to be listening spell-bound, his eyes rivetted on Shastriji as the latter poured forth the hot stream of his eloquence. For the moment it seemed to me as if the Viceroy could not but be deeply moved by it, it was so true and so full of feeling.
>
> But you can wake a man only if he is really asleep; no effort that you may make will produce any effect upon him if he is merely pretending sleep. That was precisely the Government's position. It was anxious only to go through the farce of legal formality. Its decision had already been made. Shastriji's solemn warning was, therefore, entirely lost upon the Government."

It is well known that the old Central Assembly was not a sovereign body; and its subordinate character can best be illustrated by examining the procedure that it followed. The old Central Assembly could make Standing Orders relating to the conduct of its business; but these standing orders were subject to the approval of the Governor-General. The Standing Orders could be superseded by rules made by the Governor-General with the approval of the Secretary of State. Thus, there was a fundamental curb on the sovereignty of the Assembly. The first attribute of sovereignty of an Assembly is that the Assembly should be master of its own procedure and should not be subject to any limitations by any authority outside itself. In this process of dual control, the Central Assembly had to suffer many indignities. The President of the Central Assembly could admit questions on Foreign Affairs, Defence, and Communications only with the prior consent of the Governor-General. Where a question was inconvenient, the Governor-General could withhold his consent. The Governor-General could set at nought the authority of the President or the House by declaring that the discussion of a resolution, motion or an adjournment motion was against the public interest or was not the concern of the Governor-General in Council and it could not therefore be debated in the House. Whenever the President of the Central Assembly claimed an inherent right of Presiding Officer of a deliberative body, the Governor-General promptly made a rule to take away the power so claimed by the President. The classic example is President Patel's ruling on the Public Safety Bill when he declined to place the motion before the House because he felt that as the subject-matter of the Bill was *sub judice* he could not properly regulate the debate on the Bill. Promptly came the retort from the Governor-General in the shape of a new rule that the President could not decline to place a motion or to put a question once a

motion had been moved. Happily, this rule and other restrictions on the powers of the Speaker contained in the rules, of which a few have been mentioned above, were deleted from the rules immediately after Independence.

Position of Committees

Like the House, the Committees of the House were also kept under the control of the Government. The Public Accounts Committee was presided over by the Minister of Finance and its Secretarial functions were discharged by the Ministry of Finance. The Finance Minister as Chairman of the Committee could always rule out any inconvenient question or any criticism which a member proposed to make at a meeting of the Committee. The Chairman could direct his officers not to make a mention of any unwanted suggestion in their report, even if a discussion had been permitted in the Committee. When these restrictions were removed after the Constitution came into force and the Public Accounts Committee came under the control of the Speaker with a private member as its Chairman and its Secretariat became answerable to the Speaker through the Chairman, the Committee made the following observations in its First Report:—

> "Consequent on the coming into force of the Constitution of India, one of the important changes that have occurred in the status of the Committee is that it has become a Parliamentary Committee with its own Chairman under the control of the Speaker and is assisted by the staff of the Parliament Secretariat. This has enabled the Committee to function in a freer atmosphere and to offer its criticism in an unrestricted manner."

Establishment of Independent Financial Committees

The Central Assembly agitated for many years for the establishment of an Estimates Committee. Year after year discussions took place, but the Government would not agree to its constitution on any lines other than those proposed by them. The House wanted an independent Committee, but the Government wanted a Committee to be dominated by executive control so that it could be kept in bounds. Parliament owes a great deal to the sagacity and foresight of Dr. John Matthai (the then Finance Minister) who, after the coming into force of the Constitution, recognised the supremacy of Parliament in the affairs of the country and the paramount role of the Speaker as the pivot round which parliamentary democracy should grow from strength to strength. He at once declared his intention that he would not preside over the meetings of the Public Accounts Committee and handed it over to the Speaker to organise its work in such manner as he thought fit. He also readily agreed to establish an Estimates Committee in this country under the control of the Speaker. He attended the inauguration of the Estimates Committee and made the following observation:—

> "I look upon the Estimates Committee as one which is going to be an Economy Committee sitting so to speak continuously. But there is a further difference between the Estimates Committee and the *ad hoc* Economy Committee that we had appointed a little more than a year ago. Besides working continuously in the direction of effecting savings, the Committee was appointed at the instance of Government. This Estimates Committee is appointed by Parliament and it is responsible to Parliament under the general direction of the Speaker, Therefore, the responsibility which rests upon this Committee and the scope of usefulness before this Committee are very substantial. In saying this I wish to impress upon you the very heavy responsibility which rests upon this Committee. Now, as I look at the future of this Committee and its usefulness to Parliament and to Government, it will depend a great deal very largely on the lines of work laid down by this Committee and the traditions that it establishes in the course of its work during the current year.

On that will depend very largely the extent to which this Committee will be able to discharge the responsibilities which Parliament has placed upon it.

* * * *

There is an obligation on Government to give the fullest possible weight to the recommendations of the Committee. From Government's point of view, the report of this Committee is a yard stick by which Parliament can judge the expenditure proposed by Government. At present we have not got a real yard stick."

While presenting the budget, he spoke as follows:—

"Personally, I am looking forward to the work of the Estimates Committee because I think, in two directions it is going to exert a healthy influence upon the course of public expenditure. In the first place, the suggestions and criticisms which may be made by the Estimates Committee would, in my judgment, give a very useful direction and guidance to the Government in the matter of regulating expenditure. Secondly, I think the knowledge that the expenditure of Government and of the various Departments of Government would be examined in detail by an independent authority set up by the House would, I am certain, act as a deterrent on extravagance in public expenditure.

* * * *

The Estimates Committee being a Committee of Parliament, if hon. Members will examine the Rules of Business they will find that the Estimates Committee is expected to work under directions given from time to time by the Honourable the Speaker. This Committee is responsible to Parliament. Its Report is placed before Parliament, whereas the Standing Finance Committee is simply an Advisory Committee appointed on the initiative of Government. If you compare the relative dignity of the two Committees, may I suggest that the Estimates Committee is a Committee with a greater degree of dignity."

Time has shown that the Financial Committees have done useful work which has been recognised not only by Parliament and the Press of the country but also by foreign critics and experts. In a free atmosphere, the Committees have taken a dispassionate and objective view of matters coming before them and have contributed in their own way to the growth of parliamentary democracy in India on sound lines. These Committees have shown abundantly how laymen unacquainted with the administrative machine can evaluate the work of Government, which in many ways has become highly complex and technical in character, if they approach their task objectively and put in hard labour, study facts and apply common sense to the solution of the problems.

* * * *

Prior to 1947, the procedural devices whereby Members could bring up matters of urgent public importance for discussion were very few. They had, therefore, to resort to one rule on the subject, namely adjournment motion. In those days, adjournment motions were not regarded as amounting to censure motions, because the Government was not responsible to the House. In the Central Assembly, therefore, the practice developed that all matters of any consequence were brought for discussion on adjournment motions. The President of the Assembly had also to construe the rules not on the basis of strict parliamentary conventions or usage but in the light of the prevailing conditions. A Member or a group of Members wanted to discuss a matter which was on the face of it important and urgent and demanded ventilation of grievances on the floor of the House and there was the difficulty of procedure which did not permit of discussion on such matters in a way other than on an adjournment motion. Therefore, the President invariably permitted discussion by means of adjournment motions. The practice had become so deep-rooted that when

Parliament became sovereign and Government became responsible to it, Members did not realise that a change had taken place and that it was no longer appropriate to bring matters for discussion on adjournment motions. The rules were also partly at fault. At that time the rules had not been so revised or enlarged to permit of other normal parliamentary opportunities for discussing such matters. Therefore, a period of great stress and strain between the Presiding Officer and the Members ensued —Members wishing to discuss matters and bringing them on adjournment motions, and the Speaker resisting the method of approach as he thought that it would not be conducive to sound parliamentary procedure. Speaker Mavalankar therefore took an early opportunity of explaining the role of adjournment motions in the new set-up. In his famous ruling in the case of Mir Laik Ali, he stated as follows:—

> The crucial test always is as to whether the question proposed to be raised has arisen suddenly and created an emergent situation of such a character that there is a *prima facie* case of urgency and the House must therefore leave aside all other business and take up the consideration of the urgent matter at the appointed hour. The urgency must be of such a character that the matter really brooks no delay and should be discussed on the same day that notice has been given.
>
> • • • •

Simultaneously, he thought of widening the opportunities whereby Members could bring up these matters for discussion in other ways.

Half-an-Hour Discussion

The first liberalisation took place in introducing Half-an-Hour discussion. Its scope is limited; it only permits discussion on a subject where a Member feels dissatisfied with the answer given to a question. Nevertheless it opens out a way to him to ventilate grievances if he is dissatisfied with an answer or the answer is inadequate or if he wants to place any further matters before the House in connection with that subject.

Discussions of Short Duration

Then came the rules relating to discussions of short duration. It is provided in the rules that a matter of urgent public importance can be discussed for a short time not exceeding two and a half hours in duration provided the Speaker admits the notice on grounds of urgency and public importance and the Government agrees to find time. Although in a sense it serves the same purpose as an adjournment motion, it is different in some ways. A motion invoking a decision of the House is not drawn up and there is no decision of the House thereon. A subject or a motion calling for discussion only is put down for discussion and Members place before the House their points of view and Government make a reply. The respective points of view having thus been stated the air is cleared and no definite decision is recorded. Consequently, there is no question of censure of the Government. This procedure has been further strengthened with a provision to the effect that such a notice can be notified in the Parliamentary Bulletin as soon as it is admitted by the Speaker and before any time is found by the Government in order to test the support of the other members of the House thereon. Such notices are circulated under the heading 'No-Day-Yet-Named Motions'. Those Members who wish to support these notices append their names to them and such names are notified from time to time for the information of Members in the Parliamentary Bulletin. When a large or a considerable number of Members support a particular motion, Government naturally finds time for discussion.

Calling-attention Notice

It was found that these devices were still inadequate and Members felt that there were some matters of extreme urgency which could not be brought before the

House in time under the processes stated above and they still resorted to the device of adjournment motion. The matter was considered at length by the Rules Committee and then a procedure for notice of 'Calling Attention' was devised. This enables Members to raise the matter immediately if it is admitted by the Speaker. Government has to give an answer immediately or they can ask for time to make a statement.

These devices have helped in a considerable degree the smooth running of the parliamentary business. Members now know that they can get a ready answer to an urgent matter and they need use the procedure relating to adjournment motions only when something has gone radically wrong which calls for an indirect censure of Government.

Differences between British and Indian Procedure

It is generally assumed that our Parliamentary procedure is a copy of the British procedure. On closer examination one would find that in a number of matters we have departed from the practice in the House of Commons. There are many differences in detail which are of importance. We have made our own experiments and adopted new ideas. On this question of drawing upon the procedure obtaining in the House of Commons, Speaker Mavalankar has stated the position in these words:—

> ".....Though I respect English precedents in the House of Commons, I feel that we should not feel ourselves bound to accept a thing as correct or proper because they accept it as such in England. The English precedents have in some cases a historical background, and therefore, they have some peculiar conventions. We have no such background so far as our Constitution and Legislatures are concerned. We have, therefore, to create our own precedents and traditions though we should respect and derive strength from English precedents. As illustrations of human experiences, they are of a special value but not for guidance in matters peculiar to our situation."

It would be impossible to describe in detail within the compass of this short article the differences between the U.K. and Indian procedures; but a few examples may be cited to illustrate the point.

In the House of Commons, the Speaker comes to the House in procession every day; he wears a gown and wig while presiding; the daily proceedings begin with a prayer conducted by the Speaker and Chaplain of the House; the authority of the House is represented by a mace; matters of great importance are discussed on such omnibus motions "that the Speaker do leave the Chair" or "the House do adjourn"; orders made by Government can be annulled on "prayers" addressed to the Crown; orders of the day must be disposed of the same day no matter how long the House may have to sit, such sittings going generally far into the night, sometimes lasting whole nights; Bills are referred to Standing Committees of the House which are open to the Press; the budget is presented in instalments—estimates of the expenditure being presented first and the taxation proposals a few weeks later; Bills and Budget are considered by Committees of Whole House.

On the other hand, in India, we have no Speaker's procession, no mace, no wig and gown for the Speaker, no prayers, no Committees of Whole House, no rigidity about the orders of the day; our sittings begin and end at specified hours, undisposed of business being carried forward; Bills go to the Select Committees which sit in private; matters are discussed on specific motions drawn up in precise terms; whenever a subject is for discussion only and no decision is required to be taken thereon, the subject matter is put down in the List of Business; Orders made by Government can be annulled or amended on specific motions; Budget—*i.e.* both estimates of expenditure and the taxation proposals—are presented together to the House.

The Indian procedure can claim to have to its credit pioneer work at least in two important directions—(a) conduct of business according to precise time-table, and (b) the follow-up of the directions given by the

House and ensuring that the various assurances, promises, undertakings, given on the floor of the House have in fact been carried out.

Business Advisory Committee

The first one has become possible by instituting a Business Advisory Committee of the House. This body represents all sections of the House. Its decisions are generally unanimous. It aims at objectivity and displays reasonableness and moderation in its discussions. Its function is to allocate time to the various Bills and other measures which Government bring before the House from time to time. Its success lies in its flexibility. Whenever there is no unanimity on the time-limit for a measure, the Committee generally agrees upon the minimum acceptable to everybody and authorises the Speaker to increase the time if after considering the trend of discussions in the House he feels that more time should be provided for a particular business. Rules also provide that even where a specific allotment of time has been made by the House on the recommendations of the Committee, the Speaker may, after consulting the Leader of the House and the Committee, ask the House to revise its earlier decision if in his opinion it is necessary to give more time for the discussion of a particular subject. This has set a great tone to the proceedings of the House and provided a relief to everybody from the great stress and tension which used to be noticeable before the advent of the Business Advisory Committee. There used to be uncertainty about the business of the House. The Speaker was called upon to determine in each case when a debate should end unless it ended itself by natural exhaustion. Now one can reasonably foresee when an item of business would terminate. Under the present procedure, it is the House which determines the length of a debate and this saves the Speaker from blame. Above all, this helps the Government in a great measure to plan in advance the disposal of business. It is now known fairly early in a session what measures would get through during the session within the time available and how their priority should be determined. This also ensures proper arrangement of business between the two Houses. The political parties also know what time will be available for them and they plan in advance, what number of members should be put up and in what order. Members can also plan their engagements in advance. There is also proper allocation of time between important and ordinary items of business.

Committee on Assurances

As to the second matter *viz.* checking whether the directions have been carried out and whether assurances, promises, undertakings, given on the floor of the House have been implemented, the House has set up under the Rules of Procedure a Committee on Assurances. This is a parliamentary committee which functions under the control of the Speaker. The functions of this Committee are to see whether all promises, assurances, undertakings, etc. given on the floor from day to day have been carried out and if so whether they have been implemented in reasonable time and in the manner in which the House desired their fulfilment. The Committee is required to report to the House on these matters from time to time. The constitution of this Committee has brought reality to the proceedings of the House. Formerly, it was left to each individual Member to keep a watch whether promises had been implemented. Some Members took upon themselves voluntarily to enquire by means of questions what action had been taken. Obviously a Member could not be expected to keep an eye on everything that was said or promised and he naturally confined himself to matters in which he was interested. There was no obligation on the part of Government to make a report to anybody and it was left to their good sense to follow up the promises given on the floor of the House. In this state of affairs, some important matters were delayed, some escaped attention and in some cases where the Ministers were lavish in giving promises on the floor of the House, it was difficult for the administration to implement them. The formation of the

Committee on Assurances has helped not only to keep a vigil on the administrative efficiency, but has also helped in removing many of the defects inherent in the previous system. The Ministers now are careful in giving promises and the administration is prompt enough to take action on the promises given. There is also machinery at the Secretariat level which helps the Committee in going through the mass of parliamentary debates and in culling out all the assurances and promises, in compiling statements of delays or inadequate action. In their earlier reports, the Committee had some scathing remarks to make and the result has been very satisfactory. The various Ministries of the Government are now conscious of their duties towards Parliament. The Committee had also to lay down procedures and principles as there were no precedents from which they could draw their guidance. They settled the forms which constituted assurances; they showed by examples how implementation of an assurance could not be deemed as adequate and what time limits were necessary for fulfilling the assurances.

Effect of Parliamentary Committees on the Administration

Not only has the Committee on Assurances brought to bear the influence of Parliament on the administration, but there are several other organs which have helped in establishing the authority of the House and ensuring proper regard for its decisions. Other Committees such as the Estimates Committee, Public Accounts Committee, the Committee on Subordinate Legislation and the Petitions Committee make a number of recommendations after studying intensively the problems before them. They gather a lot of material and hear expert evidence and frame conclusions. Such conclusions which are in the form of authoritative recommendations are intended to improve the tone of administration, to avoid wastes, to improve efficiency and quality of work. As these Committees deal with a great mass of details and technical matters, it has not been found workable to subject their reports to debates in the House. It has been felt that the House should concern itself with major matters of policy and leave the details to be settled between the Committees and the Government. Government are conscious of the importance of these Committees and derive benefit from the valuable material that they produce. They have given due and adequate consideration to the recommendations of the Committees and have tried as far as possible to meet the wishes of the Committees and to implement their recommendations. The Committees on their part have been alert and watchful and have introduced adequate procedures to ensure that their recommendations are considered and where they are not implemented the Committees are appraised immediately of the reasons for non-acceptance of their recommendations. The Estimates and Public Accounts Committees have each set up standing subcommittees to keep a constant watch on the progress of implementation of the various recommendations made by them and report to the main Committee from time to time. The Committees in turn keep the House informed of the progress and bring to the attention of Parliament the unresolved differences between the Committees and the Government on any particular matter for the final decision of the House. The Committee on Subordinate Legislation and the Petitions Committee similarly keep a watch on the implementation of their recommendations and make a report to the House from time to time. This procedure saves parliamentary time for the discussion of important matters and also prevents the House from being lost in details and thus losing its hold on matters of policy and broad principles.

Raising of Points of Order

There is yet another matter in which our Rules of Procedure can be said to contain the result of an advanced research done in our country. It is with reference to point of order. Our rules are the only rules which contain a definition of the point of order and also precise circumstances in which a point of order can be raised. The Speaker was faced

with a crop of points of order which according to well established parliamentry procedure could not be said to be points of order. Nevertheless, there used to be a sort of tension between the Members and the Speaker whenever a point of order was raised not because there was any desire on the part of the Speaker not to allow a point of order, nor because the Members were not agreeable to abide by his decision. The difficulty arose as a point of order was raised at any time and on any matter. The present Speaker, Mr. Ayyangar, thought over this matter and felt that something should be done to put the matter on a satisfactory basis. Some years ago, when acting as Speaker during the absence of Speaker Mavalankar, he called a meeting of the leading Members of the House and discussed with them in great detail the various aspects connected with a point of order. Eventually a comprehensive rule was framed the salient features of which are as follows:

(i) A point of order shall relate to the interpretation or enforcement of the rules or such Articles of the Constitution as regulate the business of the House and shall raise a question which is within the cognizance of the Speaker.

(ii) A point of order can be raised only in relation to the business before the House at the moment; but the Speaker may permit a Member to raise a point of order during the interval between the termination of one item of business and the commencement of another if it relates to maintenance of order in or arrangement of business before the House.

(iii) A Member may raise a point of order; but the Speaker shall decide whether the point raised is a point of order and if so give his decision thereon, which shall be final.

(iv) No debate shall be allowed on a point of order, but the Speaker may, if he thinks fit, hear Members before giving his decision.

(v) A Member should not raise a poin of order which may be hypothetical or which asks for information or which explains his position or when a question on any motion is being put to the House.

The rule is so comprehensive that ever since it was made there has been little trouble in its application.

Parliamentary Democracy in the Atomic Age

In the parliamentary sphere as in scientific, economic and financial spheres, there have been inventions of fundamental importance. The concepts of a meeting, quorum, Presiding Officer, agenda, moving a motion, putting a question, closure, rules of debates, contempt of Parliament, etc. are inventions of the highest importance and on these rest the sure foundations of a highly developed parliamentary democracy.

There are fine concepts which form the strongest roots of sound parliamentary system. On these can arise a superstructure which will give inspiration and guidance and keep the people steady on moral and righteous path. Forms, decorum and ritual add to its grandeur and sacredness. The Prime Minister has said that such institutions where people meet and discuss their problems peacefully and produce solutions are modern temples.

Research scholars tell us that these basic concepts also prevailed in the ancient Indian republics. The modern parliamentary procedure in its ancient forms has been traced to those early times of which our country is so proud. It is this age-old inherent strength in our parliamentary system which has run through our blood all these centuries that makes us believe so firmly in parliamentary democracy to which we have taken so easily, smoothly and which we love so dearly that people of other countries wonder how we could conduct such vast programmes of elections, unknown to any country, so peacefully, from the very start of our recent independence. The contrast becomes more evident when we see our neighbours and

other experienced countries finding it difficult to adjust themselves to parliamentary democracy so quickly.

The most important question today before the country is "Will Parliamentary Democracy answer the needs of Atomic age ?". Thinkers and philosophers are trying to investigate how parliamentary democracy will work in the new era. Prof. Toynbee speaking at the Sapru House under the auspices of the Indian School of International Studies, made certain profound observations on this very subject. He felt that if parliamentary democracy was to survive in the atomic age it must undergo a radical transformation. Our Prime Minister writing a foreword to the Journal of Parliamentary Information posed the same question and gave his answer too. He said:

> "The development of technology has tremendous problems, among them, the problem of securing individual liberty in the context of the highly specialised and centralised administrative and other machinery which has become inevitable today. Without that specialised machinery we cannot function as an efficient and prosperous nation. Without individual freedom, we lose what is of the greatest value in life.
>
> The development of technology has again led to problems of colossal magnitude. In the final analysis, this development is embodied in the hydrogen bomb, and the vital choice before the world is great progress on co-operative lines or conflict and utter destruction.
>
> "How then will the parliamentary system face these problems? I think that it will face them successfully and triumph in the end."

It is obvious that a good deal of deep thinking will have to be done if parliamentary democracy is to come out triumphant in the New Age. A most important phenomenon of the New Age would be that matters would have to be discussed and settled so swiftly and so perfectly that the present procedure will have to be altered radically in some respects to aid in this process. There will be no place for huge arrears of parliamentary business, no time for the whole House to go into details. There will be more emphasis on specialisation, study of facts to the minutest detail and selection of the right persons for the right job. The present system of law-making may also have to undergo a radical change.

It is sometimes said that the method of persuasion is slow and the method of dictatorship is quick. From my experience of the working of parliamentary system, I can safely say that it is an erroneous belief. The method of persuasion may relatively speaking take longer time, but is bound to give rich dividends in terms of real values. After all, time is not to be measured only by the quantity of time that it takes to execute a policy but by the impact of action resulting therefrom. If the effect is abiding, soothing and elevating, resulting in the happiness and well-being of people, raising of moral standards, giving poise to the growth of a nation, making it ethically stronger, bringing out the good in human nature in the shape of fine arts, literature, philosophy and science, it will have been a true achievement of a more permanent kind.

The Role of Second Chamber in the Indian Parliament

by

S. N. Mukerjee

Secretary, Rajya Sabha

THE Parliament of India consists of the President and the two Houses, the Council of States or Rajya Sabha and the House of the People or Lok Sabha.

Constitution of the Rajya Sabha

The maximum number of members of the Rajya Sabha is 250 of whom 12 are to be nominated by the President from among persons having special knowledge or practical experience of such matters as, literature, science, art and social service, and the remainder are to be representatives of the States and of the Union territories. The present strength of the Rajya Sabha is 232 of whom 220 are representatives of the States and Union territories and 12 are nominated by the President.

The representatives of each State are elected by the elected members of the Legislative Assembly of the State in accordance with the system of proportional representation by means of the single transferable vote. The representatives of the Union territories are also chosen by indirect election in accordance with the system of proportional representation by means of the single transferable vote by electoral colleges, the members of which are to be chosen by direct election.

The present strength of 220 elected members is distributed among the States and Union territories as follows:—

Audhra Pradesh 18; Assam 7: Bihar 22: Bombay 27; Kerala 9; Madhya Pradesh 16; Madras 17; Mysore 12; Orissa 10; Punjab 11; Rajasthan 10; Uttar Pradesh 34; West Bengal 16; Jammu and Kashmir 4; Delhi 3; Himachal Pradesh 2; Manipur 1; and Tripura 1.

Constitution of the Lok Sabha

The Lok Sabha is to consist of —

(a) not more than 500 members chosen by direct election from territorial constituencies in the States, and

(b) not more than 20 memberschosen in such manner as may be prescribed by Parliament by law to represent the Union territories.

In addition to the above, the President may nominate not more than 2 members of the Anglo-Indian community to the Lok Sabha if that community is not adequately represented therein.

Duration of the two Houses

The Rajya Sabha is not subject to dissolution but as nearly as possible one-third of its members retire on the expiration of every second year. The term of office of a member of the Rajya Sabha other than a member chosen to fill a casual vacancy is six years. Upon the first constitution of the Rajya Sabha the term of office of some members then chosen was curtailed in accordance with the provisions of 'The Council of States (Term of Office of Members) Order, 1952' made by the President in order that as nearly as may be one-third of the members holding seats of each class would retire every second year. Accordingly one-third of the members of the Rajya Sabha retired in April, 1954, and another one-third in April 1956, and on each occasion elections were held and nominations made to fill the seats vacated by one-third of the members.

The life of the Lok Sabha is normally five years from the date appointed for its first

meeting unless it is dissolved earlier. The first meeting of the present Lok Sabha was held on the 13th May, 1952. Accordingly its life would expire on the 12th May, 1957, unless it is dossolved earlier. A General Election for the purpose of constituting a new Lok Sabha has already been held and the new Lok Sabha will soon be contituted.

Sessions of the Rajya Sabha

The first meeting of the Rajya Sabha after its constitution was held on the 13th May, 1952. During the period from May, 1952 to December, 1956, it has held 15 sessions covering a total period of 653 days during which it actually sat for 488 days.

The object of this article is to discuss the role of Rajya Sabha as a Second Chamber and to review its work during the past five years, *i.e.*, from May, 1952 to December, 1956.

SECOND CHAMBER—ITS UTILITY

A question is very often asked as to whether it is at all necessary to have a Second Chamber in a democratic constitution. Such questions have their origin in the theory propounded by the Abbe Sieyes, the great constitutionalist of Revolunary France, that if a Second Chamber dissents from the First, it is mischievous and that if it agrees with it, it is superfluous. History has proved the futility of this theory. The world has not taken any serious notice of the dictum of Sieyes, for almost all the important States have now two Chambers. Even France has, as has been observed by Sir John Marriott, in spite of her many constitutional changes, resolutely refused to repeat the unicameral experiment that was associated with the first and second Republics. The classical examples of Second Chambers are furnished by the Roman Senate of the ancient Roman Republic which is described as "the most consistently prudent and sagacious body that ever administered public affairs" and the British House of Lords which has played a very important role in the parliamentary history of Britain. The 18th century witnessed one of the great experiments of constitution making. The Constitution of the United States of America was adopted towards the end of this century and provision was made therein for a bicameral legislature thereby demonstrating that a Second Chamber is essential for the successful working of a federal system.

The political philosophers of the 19th century expressed a strong bias in favour of the Second Chamber. The great political thinker, Sir John Stuart Mill while supporting a Second Chamber observed as follows:—

> "A majority in a single assembly, when it has assumed a permanent character—when composed of the same persons habitually acting together, and always assured of victory in their own House—easily becomes despotic and overweening, if released from the necessity of considering whether its acts will be concurred in by another constituted authority."

Hengry Sidgwick also supported the bicameral system as would appear from the following observations made by him:

> "The main end for which a Senate is constructed is that all legislative measures may receive a second consideration by a body different in character from the primary representative assembly, and if possible superior or supplementary in intellectual qualifications".

According to Sir Henry Maine "almost any sort of Second Chamber is better than none."

So, most of the countries in Europe or in the British Commonwealth which drafted their constitutions (whether unitary or federal) in the 19th century, adopted a bicameral system. However, in the present century there has been some tendency either to discard the Second Chamber or to restrict its powers. The Parliament Act of 1911 greatly restricted the powers of the British House of Lords.

Although bicameralism is regarded as an essential attribute of federalism, it has not

always been extended to the constituent units of a federation. The U.S.A., the U.S.S.R., Canada and South Africa have Second Chambers at the Centre but the legislatures of their constituent units are mostly unicameral. It may be that the force of tradition played an important part in creating a strong bias in favour of the bicameral legislature. But the adoption of the two-Chamber system by most of the free democratic States cannot be attributed merely to tradition. They have been guided by the experiments carried on and the experience gained by great sovereign States.

It will not be out of place to quote here the views of Sir Winston Churchill on the subject. He stated:

> ".....No free country enjoying democratic institutions that I know of has adopted single Chamber Government. No free country of which I have heard up-to the present—I quite agree that there might be some countries throughout the world—which is enjoying democratic institutions has adopted single Chamber Government. The United States, the Swiss, the Dutch, the Belgians, the French, even in their latest constitutions, have a Second Chamber. Eire has created its own Senate. Our Dominions, the most democratic countries in the world, all have, with the exception of Queensland, I am reminded, sought and preserved two-Chamber Government—what clever people would call bicameral Government. All feel that between the chance vote of an election on universal suffrage and the permanent alteration of the whole slowly built structure of the State and nation there ought to be some modifying process. Show me a powerful, successful, free democratic constitution of a great sovereign State which has adopted the principle of single Chamber Government."

The merits and demerits of the bicameral system have been discussed in all its aspects by constitutional jurists, politicians and students. The Bryce Conference and the Soulbury Commission also examined this problem and gave their considered views in the matter. I shall not recount here the considerations for and against a Second Chamber in detail. I shall first discuss the salient points urged against the retention of the bicameral system with special reference to the various types of Second Chambers in existence.

Second Chamber—Its main criticism

(a) *It is undemocratic*

The main ground of attack of the critics of the bicameral system is that the Second Chambers are undemocratic. This fault lies not with the system but mainly with the composition of the Second Chambers. Both politicians and constitutional jurists have given a good deal of thought to the question of proper composition of a Second Chamber but no unanimity has been reached so far. At present there are various types of Second Chambers. The British House of Lords is a hereditary Chamber. There are also Second Chambers which consist of only nominated members, *e.g.*, the Canadian Senate, the members of which are nominated for life by the Governor-General of Canada. There are again Second Chambers the members of which are partly elected and partly nominated, *e.g.*, the Second Chambers of Eire and the Union of South Africa. Again, some of the Second Chambers are entirely elected, *e.g.*, the Senates of the U.S.A. and Australia and the Second Chamber of Japan.

Hereditary and Nominated Second Chambers

If the Second Chamber be herditary or consists only of nominated members, it will be the repository of aristocracy and vested interests and will thus tend to be reactionary. If the members of the Second Chamber are nominated by Government it will then consist of only partisans of the Government. The New Zealand Constitutional Reforms Committee in its report submitted in 1952 tecommended the nomination of Senators by the Party Leaders in proportion to party strength in the popular House. If this method is adopted, then the Second Chamber will merely be a replica of the First.

Elected Second Chambers

Again, if the Second Chamber is entirely elected, then persons with high intellectual attainments will be deterred from entering through the method of election and the expert knowledge and valuable experience of such persons cannot be availed of by the legislature. The members of the Second Chamber cannot be elected on the same basis as the First Chamber, for then it will be an unnecessary duplication of the First.

Partly-Elected Second Chambers

The correct approach, it seems, would be to make the Second Chamber partly representative in character and partly nominated. In India we have previous experience of this type of Second Chambers. Under the Government of India Act, 1935, the Second Chambers in the Provinces were partly elected and partly nominated.

It may be mentioned in this connection that there is often a tendency for the different parties to use the Second Chamber as another field from which they can support or oppose the Government by returning therein members of their parties mainly on party lines without any regard to the capacity of the members to serve the nation. Instances are not also rare of attempts being made to rehabilitate in the Second Chamber members of the parties who had been defeated at the elections to the popular Chamber. If the Second Chamber is to fulfil its desired objective, it should be the endeavour of all parties to return therein men of eminence who by their position in society, strength of character, long and varied experience and capacity to render service to the nation would inspire confidence both inside and outside the Chamber.

As the Bryce Conference has observerd, "the Second Chamber should aim at ascertaining the mind and views of the nation as a whole, and should recognise its full responsibility to the people, not setting itself to oppose the people's will, but only to comprehend and give effect to that will when adequately expressed."

Second Chamber in a Federation

In constitutions of the federal type, bicameralism is almost universal. The Second Chamber in a federation checks the centrifugal sentiments and strengthens the centripetal tendencies in the constituent units by providing representation to such units therein. Thus a Second Chamber in a federal constitution is virtually a Chamber of component States and its main purpose is to give representation to the constituent units of the federation.

The next question which arises is whether in giving such representation to the States the principle of equality of representation should be followed. The Senate of the U.S.A. and the Australian Senate are based on the principle of equality of representation for the component States. There the States, irrespective of their size and importance, enjoy equal representation in the Second Chamber (Senate). This principle of equal representation is, however, open to the objection that it may lead to minority rule.

Another question which arises in this connection is, what method of election should be followed in choosing the representatives of the States in a Second Chamber. In the U.S.A. and Australia the method used in choosing the representatives of the States is direct election. In order that the Second Chamber may not be a duplication of the First, bigger constituencies and a different system of voting have been prescribed in these two States. In certain unitary States like Italy, the method of direct election is also followed in choosing the members of the Second Chamber. In Italy, the elections are held in different Regions into which the State is divided for the purpose of such elections, but not on the basis of equality of representation to the Regions, and a different system of voting is also followed at such elections. The method of direct election, no doubt, gives representation of a more democratic colour, but it has also certain disadvantages. Persons of high status and eminence very often do not like to face the risk of direct election especially

if the electorate is very unwieldy which will necessarily be the case if direct elections by bigger constituencies are resorted to. It is not always possible also to bring those persons into the legislature through nomination, for nomination, if resorted to, should be reduced to the minimum and it would be undemocratic to extend its scope.

In most of the constitutions of the federal type, indirect election has been favoured to give representation to the component States. The electoral body is generally the State Assembly the members of which have been elected by direct election. But in the Union of South Africa which has adopted this method the electoral body consists also of the representatives of the Province in the House of Assembly of the Union. In some of the unitary States the method of election by the local bodies is followed. But the Bryce Conference has expressed its disapproval of this method as it tends to introduce party politics in the local bodies.

In the Second Chamber of Eire, the principle of distribution of seats on a functional basis has been adopted. But this method of distribution is open to the objection that it is to a great extent arbitrary.

The elections to the Second Chamber are usually held in accordance with the system of proportional representation by means of the single transferable vote so as to enable al parties to get their due share of representation in that Chamber.

Second Chamber in Norwegian Parliament

The most interesting of all the Second Chambers in existence is "Lagting", the Second Chamber of Norway. Soon after the Norwegian Parliament "Storting", the members of which are elected by universal adult suffrage in accordance with the system of proportional representation, is constituted, it elects from its own members one-fourth to form the Second Chamber "Lagting" and the remaining members constitute the First Chamber "Odelsting". The Second Chamber "Lagting" sits separately only as a revising Chamber for Bills. The undivided Parliament "Storting" transacts other business. A joint session of the two Chambers is necessary to resolve deadlock with regard to the passage of a contested Bill and a two-thirds majority at such a joint session is required for the passage of such a Bill. There has been some controversy as to whether the Norwegian Parliament is unicameral or bicameral. The best reply to this is that Norway possesses one Chamber system with the rudiments of a two Chamber system as has been observed by Prof. Lees-Smith. The method of election of a proportionate number of members of the Second Chamber by the First Chamber is employed by some of the unitary States and also in some constituent units of federal States, but the system followed in Norway is unique.

Second Chamber in Indian Parliament

The Constitution of India is a federal Constitution. The framers of the Constitution accordingly considered the Second Chamber to be an essential feature of the Constitution. They had before them the various patterns of the Second Chambers in existence. They favoured a partly elected and a partly nominated Second Chamber as being best suited to the needs of the country. The principle of partial nomination was introduced to enable distinguished men in the field of literature, science, art and social service to find a place in the Chamber. The number of such nominated members has been limited to 12. The rest of the members are the representatives of the constituent units of the federation. As already stated, their number now is 220. To give the Sencond Chamber a federal character provision has bene made for the election of these representatives by the elected members of the Legislative Assemblies of the respective States and the members of the electoral colleges formed for the purpose in the respective Union territories. As the Legislative Assemblies and the electoral colleges which are the electing bodies are constituted by direct election held on the basis of adult suffrage, the democratic character of

the Second Chamber (Rajya Sabha) has been fully maintained. The election of representatives is held in accordance with the system of proportional representation by means of the single transferable vote so that the representation of the parties in the Legislative Assemblies and the electoral colleges may be reflected as far as possible in the Rajya Sabha, and the minorities may get effective representation.

There may be occasions when the ruling party in the Lok Sabha may not be in a majority in all the States and the Union territories. In such a case the Rajya Sabha will have a sizable opposition party which is so essential for the proper functioning of a democratic legislature. As the term of office of the members of the Rajya Sabha is longer than that of the members of the Lok Sabha and one-third of the members of the Rajya Sabha retire every second year, the contingency that the ruling party in the Lok Sabha may be in a minority in the Rajya Sabha although very remote, cannot be altogether ruled out. Even if such contingency arises it would operate as "checks and balances in the legislative machine". If the opposition performs its role properly as a constructive opposition and not as a destructive opposition there is no reason to apprehend that there would be clogging of the legislative machine and that a deadlock will ensue. Even if there be a deadlock it can be resolved by convening a joint sitting of the two Houses at which a decision is to be taken by a majority of the total number of members of both Houses. As the total number of members of the Lok Sabha is more than double the number of members of the Rajya Sabha, the party in power, unless they have only slender majority in the Lok Sabha, will be able to get the Bill passed easily at the joint sitting.

The Constitution has not provided for equal representation in the Rajya Sabha of the constituent units of the Indian Union as in the case of the Senates of the U.S.A. and the Commonwealth of Australia. The reasons are two-fold. Firstly, such representation will be unreal and will be harmful to the bigger and more important States. As already stated 14 States and 4 Union territories have representation in the Rajya Sabha. The size and population of the different States and Union territories vary considerably. If equal representation had been given to all the States and Union territories, the smaller States and Union territories which are greater in number would have preponderance over the bigger and more important States. Secondly, the special ground on which equal representation has been given to the units in the U.S.A. and the Commonwealth of Australia does not exist in the case of the constituent units of the Indian Union. In the case of the U.S.A. and the Commonwealth of Australia the federal Union was formed as a result of agreement between the constituent units which were sovereign and independent States. It was therefore necessary to satisfy the centrifugal sentiments of such States by giving them equal representation. But the same does not hold good in the case of the Indian federation which was not formed as a result of any agreement by the constituent units.

The allocation of seats among the different States and the Union territories has been made on the basis of the population of each State and each Union territory as ascertained from the latest census figures. In the case of the States having a population of not more than 5 millions, the number of seats allotted to each State was determined according to the formula, one seat per million. In order that States having a population of over 5 millions may not get unduly large representation, the above formula was modified and in the case of such States the number of seats allotted to each State was determined according to the formula, one seat per million for the first 5 millions and one seat for every additional 2 millions or part thereof exceeding one million. In the case of Union territories a little weightage has been given as they are smaller both in area and population as compared with the States.

(b) *It causes needless delay*

Another ground of attack by the critics of the Second Chamber is that it causes needless delay in the legislative process. According to them a single Chamber helps in simplifying and accelerating the legislative process, which is at the moment sufficiently complicated and long drawn-out, and thereby enables the party in power to give immediate effect to its legislative programme. This criticism is mainly directed to the functions of the Second Chamber. Experience has shown, as disclosed in the statements of political philosophers and statesmen, that there should be some restraining influence so as to prevent the popular House from falling a prey to gustos of momentary passion and thereby exercising its authority arbitrarily against the interests of the country, or in other words there should be "checks and balances in the legislative machine". It would be interesting to narrate here a well-known incident in the life of George Washington. Thomas Jefferson was one day protesting to George Washington at the breakfast table against the establishment of two Houses in the legislature. Washington asked him "Why do you pour that coffee into your saucer"? "To cool it" replied Jefferson. "Even so" said Washington "we pour legislation into the Senatorial saucer to cool it". Thus the function of the Second Chamber is to act as a brake on the impulsive action of the First Chamber.

The true function of a Second Chamber is "to interpose so much delay (and no more) in the passing of a Bill into law as may be needed to enable the opinion of the nation to be adequately expressed upon it" as has been observed by the Bryce Conference. This observation applies with greater force in the case of Bills seeking to amend the Constitution of the country. Further, in some Legislatures various special rules limiting debates have been introduced and in consequence thereof many measures may not be adequately discussed in the popular House. A Second Chamber will enable a second thought being given to such measures. It thus serves as a check on hasty and ill-considered legislation.

(c) *It involves heavy expenditure*

There has been also criticism that a Second Chamber involves unnecessary and heavy public expense. It is well-known that in the modern world democracy is always very expensive and we cannot give up democratic institutions because they are very expensive. The real test is the benefit derived from the institution. If we measure the benefit derived from a Second Chamber in terms of money, the expenditure cannot be said to be unnecessary or uneconomic.

SECOND CHAMBERS—ITS TRUE PURPOSES

I shall now discuss the purposes which a Second Chamber should be designed to fulfil and the powers which it should have by special reference to the functions of the Second Chamber (Rajya Sabha) of the Indian Parliament.

The Constitutions of some of the countries in Europe have armed the Second Chamber with powers equal to those of the popular Chamber even in matters of Finance. The Second Chambers of Sweden, Belgium and Italy possess equal powers with the popular Chamber in matters of legislation (including financial Bills). In Sweden a Bill has to be introduced simultaneously in both the Chambers. The Canadian Senate is also very powerful. Its powers are in law equal to those of the popular Chamber excepting that Money Bills have to be introduced in the popular Chamber. The Canadian Senate was modelled on the (pre-Parliament Act) House of Lords. Like the Canadian Senate, the Australian Senate has also powers co-ordinate with those of the popular Chamber except in the case of Money Bills. The most powerful Second Chamber in existence is the Senate of the U.S.A. which is said to be even more powerful than the First Chamber. It has not only equal legislative powers with the House of Representatives even in matters of finan-

ce but, in addition, it has certain executive powers, *viz.*, the power to ratify treaties and the power to approve the appointment of federal officers.

In the countries which have a Parliamentary system of Government, it is a common practice to exclude the Second Chamber from a decisive role in the matter of financial Bills. The Constitution of India which has also provided for a Parliamentary form of Government has restricted the powers of the Second Chamber (Rajya Sabha) in matters of finance. A money Bill or a Bill with money clauses cannot be introduced in the Rajya Sabha . Again the Rajya Sabha has no power either to reject or to amend a Money Bill. When a Money Bill after it is passed by the Lok Sabha is transmitted to the Rajya Sabha, the Rajya Sabha can only make recommendations with regard to the Bill and must return it with or without its recommendations within fourteen days from the date of receipt of the Bill. The Lok Sabha may or may not accept the recommendations. As regard other financial Bills, there is however no limitation on the powers of the Rajya Sabha except that a Bill with money clauses cannot be introduced in the Rajya Sabha as stated above, and the Rajya Sabha has full power to reject or amend any such financial Bill as it has in the case of any other Bill which it not a Money Bill.

The limitation of the power of the Rajya Sabha with regard to Money Bills and the bar against the introduction of certain financial Bills in the Rajya Sabha should not be taken to mean that the Rajya Sabha has no power at all in financial matters. The Constitution provides that the annual Budget of the Union is to be laid before both the Houses of Parliament. The Budget can be discussed in the Rajya Sabha as well although the demands for grants should be made only in the Lok Sabha which has power to assent or to refuse to assent to any demand or to assent to any demand subject to any reduction. The reports of the Comptroller and Auditor-General of India relating to the accounts of the Union are also required to be laid before both the Houses of Parliament. The Rajya Sabha is also represented in the Public Accounts Committee of Parliament. Thus it will be seen that the Rajya Sabha has greater powers than those of the British House of Lords in regard to financial matters.

Let us now consider what should be the functions which a Second Chamber could usefully perform. The business transacted in the Houses of Parliament can be classified into two broad heads namely (1) Legislative, and (2) other business. In the latter category will comprise—

(i) questions,
(ii) motions,
(iii) resolutions, and
(iv) discussion without a vote.

Role of Second Chamber in Legislative Business

(a) *Initiation of Bills*

So far as the legislative business is concerned, the question has often been asked as to whether a Second Chamber should initiate Bills or act merely as a revising Chamber in respect of Bills. Some of the Second Chambers in Europe have not the power to initiate Bills but their number is very few, *e.g.*, the Council of Republic in France cannot initiate Bills and any Bill introduced there is forthwith transmitted to the Assembly. In view of the mutiplicity of legislation in the Parliaments of modern world, it would certainly be advantageous to have some measures introduced in and considered by a Second Chamber before it is taken up by the First Chamber. A good deal of time may thus be saved in having the Bills considered by both the Houses and this will also relieve the congestion of business in the popular House. There is therefore no reason why any restriction should be imposed on the initiation of Bills other than Money Bills and Bills with money clauses in the Second Chamber and the Second Chamber should be relegated to the position merely of a revising body. Further, if Bills even of a controversial character have

been fully discussed and put into proper shape by the Second Chamber (which should be empowered also to refer Bills to Joint Committees of both the Houses) after consideration by Joint Committees, if any, of the Houses, they have a comparatively easy passage in the First Chamber.

As already stated, there is no restriction on the powers of the Rajya Sabha under the Constitution to initiate Bills except Money Bills and Bills with money clauses. During the past five years since its constitution in April 1952 the Rajya Sabha dealt with 363 legislative measures of which 101 originated in that House. The measures which were initiated dealt with subjects mainly in the social sphere. It was thought that the serene atmosphere of the Rajya Sabha was particularly suited for initiating legislation on matters affecting social justice and social welfare. Of all the measures in the social sphere initiated in the Rajya Sabha, the four enactments on Hindu law, *viz.*, (1) the Hindu Marriage Act, 1955; (2) the Hindu Minority and Guardianship Act, 1956; (3) the Hindu Succession Act, 1956 and (4) the Hindu Adoptions and Maintenance Act, 1956 were the most important.

All the four measures, particularly those relating to Marriage and Succession, evoked great interest and roused feelings and controversies throughout the country. Many people were averse to the changes in the long-established and deep-rooted social pattern of the Hindu community proposed to be brought about by the codification. All the Bills, except the one relating to Adoptions and Maintenance, had been circulated for eliciting public opinion and thereafter Joint Committees of the Rajya Sabha and Lok Sabha considered them in the light of the opinions received and amended them. Several amendments to the measures were moved and considered in the Houses themselves. All sections in both Houses took lively interest in their consideration and passing. The women members more than the men worked hard for their passage. Discussion cut across party lines. The measures were ultimately passed with almost unanimous support in Parliament. The Rajya Sabha thus took credit for enacting what might perhaps rightly be claimed as the most important social reform measure affecting the vast majority of the people of the country during the life of the present Parliament.

Next in the series of legislative measures introduced in the Rajya Sabha, and in the shaping of which the Rajya Sabha played an important role, may be mentioned, the Working Journalists (Industrial Disputes) Bill and the Working Journalists (Conditions of Service) and Miscellaneous Provisions Bill. These were introduced in the Rajya Sabha in 1955 and became Acts of Parliament the same year. Both these measures were intended to secure to the working journalists social justice in regard to their conditions of service and employer-employee relationship, so vitally essential for the unhindered and proper performance of their important role in the public life of the country. Indeed the latter measure has been acclaimed as a "Charter of rights" of the working journalists.

In the series of legislation affecting the Press in India may also be mentioned two other measures which originated in the Rajya Sabha, namely, the Newspaper (Price and Page) Bill and the Press Council Bill, both of which were passed in 1956. The latter is still awaiting passage by the Lok Sabha. The Press Council sought to be established by this Bill in accordance with one of the major recommendations of the Press Commission is intended to safeguard the liberty of the Press, evolve and maintain standards of journalistic ethics, keep under review developments tending towards monopoly and concentration of control, promote research and to provide common service for the Press.

The Abolition of Whipping Bill and the Slum Areas (Improvement and Clearance) Bill were two other measures which sought to tackle the problem of social evil. The first was introduced and passed in the Rajya Sabha in 1955. The Slum Areas (Improvement and Clearance) Bill which was also in-

troduced in the Rajya Sabha and enacted in December, 1956, was hailed as a measure intended to liberate and raise to the stature of full humanhood those unfortunate people of India whom circumstances had forced to live in filth and squalor.

Among other measures of legislation which originated in the Rajya Sabha, mention may be made of the Copyright Bill. This Bill was referred to a Joint Committee of the Houses of Parliament and the Bill as reported by the Committee is now pending before the Rajya Sabha.

It will thus appear that functioning as an originating House the Rajya Sabha has an impressive record of legislative work during the past five years.

The Rajya Sabha's contribution to the legislative measures which originated in the Lok Sabha is also not less impressive. The debates in the House on the Appropriation Bills, the Finance Bills and the Tariff Bills were always listened to with respect. In the consideration and passing of measures affecting the Constitution, such as, the various Constitution Amendment Acts, the Andhra State Act, 1953, the Citizenship Act, 1955 and the States Reorganisation Act, 1956, the Rajya Sabha played a notable part both in the Committee stage and in the stage of their passing. Speeches of Constitutional experts and experienced parliamentarians like the late Dr. Ambedkar and like Dr. Hriday Nath Kunzru were always looked forward to with keen attention and respect by both Government and Opposition members. The Rajya Sabha also made effective contribution in the shaping of such important measures as the Air Corporations Act, 1953, the Estate Duty Act, 1953, the Code of Criminal Procedure (Amendment) Act, 1955, the Companies Act, 1956, the Life Insurance Corporation Act, 1956, etc.

In the sphere of Private Members' legislation, the Rajya Sabha was responsible during this period for placing on the Statute Book two measures namely, the Ancient and Historical Monuments and Archaeological Sites and Remains (Declaration of National Importance) Amendment Act, 1956 and the Hindu Marriage (Amendment) Act, 1956.

(b) *Revision of Bills*

One of the most important functions of the Second Chamber is to revise measures of the popular Chamber and to correct errors of drafting etc. During the period under review, the Rajya Sabha made amendments in 14 Bills passed by the Lok Sabha, and in all the cases the Lok Sabha accepted the amendments. One Money Bill, namely, the Travancore-Cochin Appropriation (Vote on Account) Bill, 1956, was also returned by the Rajya Sabha to the Lok Sabha with a recommendation for an amendment of a technical nature which was accepted by the Lok Sabha.

Role of Second Chamber in other Business

(i) *Questions*

The next point which may be examined is whether the Second Chamber should have the right of interpellation, that is to say, the right of asking questions and, if so, whether such power should be the same as that enjoyed by the popular House. The procedure of answering questions as is prevalent in the popular House is not followed in all the Second Chambers. In some States, such as, Canada and Eire, questions are not permitted to be asked at all in the Second Chamber. In the British House of Lords, the practice followed has been to permit questions to be asked only on two days in a week, namely, Tuesday and Wednesday, and to limit the number of starred questions to be asked on each day to three. If the Second Chamber is given the right of discussing important matters with regard to the activities of Government, there is no reason why the members of that Chamber should not be given the right to ask questions to elicit information which would help in raising such discussions. This important right of eliciting information from members of Government

should not therefore be denied to the members of the Second Chamber.

When the Rajya Sabha first met in May, 1952, provision had been made in the Rules of Procedure only for two question days in a week. On a demand made by all sections of the House that the number of question days be increased, the Chairman referred the matter to the Rules Committe and the Committee recommended that the Question day should be extended to 4 days in the week and that the first hour of the sitting on every Monday, Tuesday, Wednesday and Thursday should be made available for the asking and answering of questions. This recommendation was accepted by the Chairman and incorporated in the rules. During the first five years covering 15 session of the Rajya Sabha under review notice of 22793 questions were received in the Rajya Sabha. Of these 19979 were starred questions and 2814 were unstarred questions. The admitted starred questions numbered 7742.

(ii) *Discussion on motions etc.*

Another useful function which a Second Chamber can perform is to take up for full and free discussion important questions which the popular House may not be able to consider properly for want of time. It is well-known that discussions on important topics in the House of Lords are of a very high order and they create great impression on public opinion and on Government. Any other Second Chamber should also create the same effect. Further as has been observed by the Bryce Conference, it will be more useful if discussions of this nature are carried on in a House where the results of such discussions would not involve the fate of the executive Government.

Motions

During the fifteen Sessions of the Rajya Sabha under review, seventeen Government motions were discussed in the Rajya Sabha. These related, among other things, to the international situation and the policy of the Government in relation thereto, the Food situation in the country in 1952, the situation in the State of Jammu and Kashmir, the flood situation in the country, the Reports of the Commissioner for Scheduled Castes and Scheduled Tribes for the years 1953 and 1954, the Report on the working of the Preventive Detention Act, the Report of the Press Commission and the Report of the States Reorganisation Commission.

The debates on the international situation proved always to be of gripping interest. The discussions usually centred round events of current importance. The Korean situation was the primary topic of discussion in September, 1953; and in December, of the same year Korea was again discussed along with the proposed military aid by the U. S. A. to Pakistan. The question of the French Establishments in India was considered in May, 1954. The problem of Goa and the proposed SEATO Treaty figured in the discussion held in August, 1954. The situation in Goa was again discussed in September, 1955. The latest position in Indo-China was also analysed. In the year 1956, the motion on the International situation was debated upon during the fifteenth session, and the discussion mainly turned on the recent happenings in Hungary and Suez.

The debate on the Report of the States Reorganisation Commission roused, as could be expected, the liveliest interest and keenest controversy. This debate which was held during the eleventh session of the Rajya Sabha extended to six days and occupied 34 hours and 56 minutes. A record number of one hunderd and two members took part in the discussion. The debate often cut across party lines, members putting forward points of view of particular States rather than of political parties. The presence of Dr. Hriday Nath Kunzru, a member of the Commission, gave added importance to this debate in the Rajya Sabha. It provided an oportunity for him to answer the criticism levelled against the Commission's recommendations in both the Houses.

The Rajya Sabha also discussed during this period seven private members' motions out of the ten motions admitted. These related among other things to the annual reports of the Union Public Service Commission, the report of Dr. Paul H. Appleby on the re-examination of India's administrative system, and to the decimal coinage.

Resolutions—(Government)

During the period under review, 20 Government resolutions were moved and passed in the House. The subject-matter of these resolutions ranged from the enhancement of levy of duties on certain commodities to the approval of the President's Proclamation under article 356 of the Constitution in respect of the States of PEPSU, Andhra, Travancore-Cochin and Kerala and the approval of India's First and Second Five Year Plans. At many as 50 members took part in the discussion on the principles and objectives of the First Five Year Plan and 59 members participated in the debate on the Second Five Year Plan.

Several members of the Rajya Sabha also took an active part in the deliberations of the special Parliamentary Committee set up to consider the Second Five Year Plan.

Resolutions—(Private Members').

According to the practice in the Rajya Sabha, Fridays are usually set apart for the transaction of Private Members' business, and these are ordinarily allotted alternately for Resolutions and Bills. During the fifteen Sessions under review, 34 days were allotted for discussion of private members' resolutions. 841 notices of members' intention to move resolutions had been received during this period. Out of these, as many as 570 notices making a total of 185 resolutions were admitted. Of the admitted resolutions 41 were discussed in the time available for this class of business.

The resolutions admitted covered a variety of subjects, such as, agricultural credit and land reform, formation of linguistic States, condition of Indian literatures, unemployment relief, family planning, fixation of maximum prices of commodities, basic education, conscription for social service, commemoration of Mahakavi Kalidasa, safety measures in coal-mines, student indiscipline, India's relation with the Commonwealth and so on.

Among the resolutions adopted in the House, mention may be made of (1) the resolution on the ban of exhibition of undesirable films and (2) the resolution seeking Government encouragement to Indian controlled and Indian owned advertising agencies. Though Government did not find themselves in a position to accept a number of resolutions moved and discussed, the debates thereon often served the purpose of focussing Government's pointed attention on subjects which otherwise might not have come before it at all.

Discussions without a Vote

In accordance with the requirement of the Constitution, the budget estimates are to be laid on the Table of the Rajya Sabha simultaneously with their presentation to the Lok Sabha. The Chairman allots days for the discussion of these estimates in the Rajya Sabha. On the days so allotted, the members discuss the budegt proposals and make suggestions thereon. No formal motion is placed before the House and no decision of the House is recorded. The Government's whole economic policy and ways and means position come under discussion in these debates. In formulating the final proposals for taxation, the views expressed in these debates are taken into consideration and given due weight. Government also takes note of members' suggestions for effecting economy and in regard to new items of expenditure, etc.

Special Powers of the Rajya Sabha

The Constitution contains certain special provisions for Central intervention in the State legislative field. Under Article 249 of the Constitution Parliament is empowered

to legislate with respect to matters in the State List if the Rajya Sabha declares by its resolution supported by not less than two-thirds of the members present and voting that it is necessary or expedient in the national interest that Parliament should make laws with respect to any of those matters. Again, under Article 312 of the Constitution, Parliament is empowered to make laws providing for the creation of one or more All India Services common to the Union and the States, if the Rajya Sabha has declared by a resolution supported by not less than two-thirds of the members present and voting that it is necessary or expedient in the national interest so to do. Thus, in the matter of Central intervention in the State legislative field the Constitution has assigned a special position to the Rajya Sabha and this is due to the fact that the Rajya Sabha is composed of representatives of the States and the adoption by the Rajya Sabha of the resolutions referred to above with two-thirds majority would be tantamount to the giving of consent by the States. The two-thirds majority has been prescribed as there is no equality of the representation of the States in the Rajya Sabha.

Besides the powers of legislation, the Parliament of India also possesses the constituent power, that is to say, the power to amend the Constitution. Every Bill for the amendment of the Constitution will have to be passed in each House of Parliament by a majority of the total membership of that House and by a majority of not less than two-thirds of the members of that House present and voting. The Second Chamber acts as a safeguard against the misuse of the power of amendment of the Constiution by the popular Chamber.

Relations between the First and the Second Chambers

In every bicameral legislature each House should function in the sphere allotted to it under the Constitution. It needs hardly any emphasis to say that for the successful working of the legislative machine there should be the closest cooperation between the two Houses. Neither House should consider itself to be superior to the other whatever might be their respective powers, but each House should be regarded as complementary to the other. If these facts are borne in mind the relations between the two Houses would be harmonious so that the functions performed by each House could be utilised to the best advantage of the country and the high dignity of Parliament could be maintained. Although this should be the desired objective, instances of occasional lapse by one House or the other are not rare. The traditional fight in the earlier days of the British Parliament between the House of Lords and the House of Commons is well known to all students of Constitutional history. About four years ago there were certain incidents which created some feelings of resentment between the two Houses of our Parliament. The Prime Minister was not in Delhi at the time. On his return he made a statement in the Rajya Sabha on the 6th May, 1953 which removed the misunderstanding between the two Houses and restored goodwill between them. In the course of the statement, the Prime Minister said:

> "Under our Constitution, Parliament consists of two Houses, each functioning in the allotted sphere laid down in that Constitution We derive authority from that Constitution. Sometimes we refer back to the practice and conventions prevailing in the Houses of Parliament of the United Kingdom and even refer erroneously to an Upper House and a Lower House. I do not think that is correct. Nor it is helpful always to refer back to the procedure of the British Parliament which has grown up in the course of several hundred years and as a result of conflicts originally with the authority of the King and later between the Commons and the Lords. We have no such history behind us, though in making our Constitution we have profited by the experience of others. Our guide must, therefore, be our own Constitu-

tion which has clearly specified the functions of the Council of States and the House of the People. To call either of these Houses an Upper House or a Lower House is not correct. Each House has full authority to regulate its own procedure within the limits of the Constitution. Neither House, by itself, constitutes Parliament. It is the two Houses together that are the Parliament of India. The successful working of our Constitution, as of any democratic structure demands the closest cooperation between the two Houses. They are in fact parts of the same structure and any lack of that spirit of cooperation and accommodation would lead to difficulties and come in the way of the proper functioning of our Constitution. It is, therefore, peculiarly to be regretted that any sense of conflict should arise between the two Houses. For those who are interested in the success of the great experiment in nation-building that we have embarked upon, it is a paramount duty to bring about this close cooperation and respect for each other. There can be no constitutional differences between the two Houses, because the final authority is the Constitution itself. That Constitution treats the two Houses equally, except in certain financial matters which are to be the sole purview of the House of the People. In regard to what these are, the Speaker is the final authority".

The authoritative exposition of the relation beween the two Houses by our Prime Minister will always serve as a guide to the Houses of Parliament in their relation with each other.

Inter-Parliamentary Relations

by

S. L. Shakdher

Joint Secretary, Lok Sabha Secretariat

WHEN our country became free in 1947 there were immediately requests to Parliament from international bodies such as the Inter-Parliamentary Union and the Commonwealth Parliamentary Association (then known as Empire Parliamentary Association) to become their members and to open Indian Branches. It may be mentioned here that although the old Central Legislative Assembly was a member of the Empire Parliamentary Association it had ceased to function as an Indian Branch on our attaining Independence. Speaker Mavalankar considered carefully the requests in consultation with the Prime Minister and decided that Indian Parliament should become a member of the Inter-Parliamentary Union. A resolution was adopted by the Constituent Assembly (Legislative) authorising the Speaker to form an Indian Parliamentary Group. In moving the resolution the Prime Minister said:

> "A Group constitutes itself and announces its membership (of Inter-Parliamentary Union). The Union is a federation of National Groups. Each Group within a Parliament draws up its own rules of association and fixes the amount of contribution of its members. In its internal working each Group is autonomous subject of course to the limitation that it conducts its work in conformity with the aim of the Inter-Parliamentary Union to which it is affiliated.....I expressed the view of Government that we would welcome our association with the Union and that if this House is sending representatives, it will be in the fitness of things if the Speaker chose those representatives and not the Government."

Change of Name of Empire Parliamentary Association to Commonwealth Parliamentary Association

As regards the invitation from the Empire Parliamentary Association, the Speaker stipulated that consistent with the status of India which she had attained on independence she could no longer be a member of a body which smacked of imperialism and he observed that until the name of the organisation was changed and India given a status of equality she could not be a member thereof. At about the same time changes in the organisation of the Empire Parliamentary Association were under consideration of that body and the member countries were engaged on preparing a new Constitution for it. Thus in 1948 when the Conference of the Empire Parliamentary Association was held in London, India was invited to participate therein in anticipation of forming a Branch in order to assist in the shapping of the future constitution of the Association. Speaker Mavalankar himself led the delegation and took active part in the deliberations of the Conference. His suggestions were accepted. The Association was named as "The Commonwealth Parliamentary Association" and its constitution provided equal status for India in the same way as that of other self-governing dominions.

FORMATION OF INTER-PARLIAMENTARY GROUP

On India becoming a member of the Inter Parliamentary Union and the Commonwealth Parliamentary Association, a question arose whether there should be two separate Branches of the two international bodies. While the Inter Par-

liamentary Union were indifferent, the Commonwealth Parliamentary Association urged that the Indian Branch of the Association should be a separate Body dealing only with the affairs of the Commonwealth Parliamentary Association. Speaker Mavalankar considered the whole matter in consultation with the Prime Minister and leading Members of Parliament and came to the conclusion that it was in the interest of smooth working of the Indian Branch that there should not be separate Branches independent of each other for the various international bodies. It was felt that the sovereign status of the country demanded that our Parliament should in no way be a subordinate Branch of any outside Body. The question whether India should be a Branch of any international Body and how it should manage its internal affairs should be left to be determined by the Indian Branch itself and should not be subject to control, whether in theory or in practice, from any outside authority. It was considered necessary that the decision whether India should continue to be a member of these or other bodies should rest with India itself and the organisation that was proposed to be formed for this purpose should be such as to contain that freedom of action independent of any outside influence or authority. Keeping these considerations in view it was decided that an autonomous body having its own constitution and directing its own affairs should be formed. A meeting of the Members of Parliament was then called and it was resolved that an autonomous body called the Indian Parliamentary Group should be formed.

Constitution

The Constitution of the Indian Parliamentary Group provides that its membership is open only to the Members of Parliament. Ex-Members of Parliament and Members of the Provisional Parliament or Constituent Assembly (Legislative) or Central Assembly can become affiliated members and they are entitled to limited rights which are separately defined.

Each member is required to pay a subscription of Rs. 20 per annum. The affairs of the Group are looked after by an Executive Committee consisting of a President, two Vice-Presidents, Treasurer and twelve members. The Speaker is the ex-officio President of the Group and the Executive Committee. The other office-bearers and members of the Excutive Committee are elected annually. Usually the Deputy Speaker and the Deputy Chairman are elected Vice-Presidents. As to the appointment of the treasurer and other members, authority is given at each annual meeting of the General Body to the Speaker to nominate them. The Secretary of Lok Sabha is the ex-officio Secretary of the Group and the Executive Committee.

Aims and Objects

The aims and objects of the Indian Parliamentary Group have been defined as follows:—

(a) to promote personal contact between Members of Parliament;

(b) to study questions of public importance that are likely to come up before Parliament;

(c) to arrange lectures on political, defence, economic, social and educational problems by Members of Parliament and distinguished persons;

(d) to arrange visits foreign countries with a view to develop contacts with Members of other Parliaments; and

(e) to function as the National Group of the Inter-Parliamentary Union and also the Indian Branch of the Commonwealth Parliamentary Association in conformity with the aims and objects of these two organisations.

Functions and Activities

The Group thus functions as the Indian Branch of the Commonwealth Parliamentary Association as also the National Group of the Inter Parliamentary Union. Parliamentary good-will missions and delegations are

sent to foreign countries and received in India on behalf of the Group. The Group also arranges talks by distinguished visitors and prominent persons. Among those who have addressed Members of Parliament under the auspices of the Group may be mentioned such distinguished guests as Marshal Bulganin, Mr. Khrushchev, Sir Anthony Eden, Mr. Aneurin Bevan, Mr. Chou En-lai, President Nasser, Dr. Ali Sastraamidjojo, U Ba Swe and Mr. Bandranaike.

The Group conducts Study Committees. There are three active Study Committees at present—on defence, foreign affairs and shipping. The idea behind these Study Committees is that Members get authentic facts and exchange ideas and equip themselves for better debates in the House. Sometimes the Study Committees send memoranda to the Ministers on conclusions they have reached after study of a particular problem. These memoranda are for the information of Ministers and for such action as they may consider necessary. The Ministers also come and address the Study Committees on various matters on which they are engaged.

The group also provides assistance to visiting members of other Parliaments and other distinguished persons, holds receptions or entertainments in their honour and provides facilities to them to study the working of Parliament. These contacts are greatly welcomed by both the visiting members and the Members of Parliament because they provide opportunities for exchange of useful information and establishment of intimate contcats at informal gatherings.

Proposal to start Indian Parliamentary Association

There is now a proposal, which has reached an advanced stage, that an Indian Parliamentary Association should be formed. The idea was first mooted some years ago at a Conference of Presiding Officers that there should be a forum where the Members of the various State Legislatures and Parliament may meet together and discuss freely questions of policies of their States with reference to matters of common interest such as Education, Public Health, Internal Trade and Commerce, Food and Agriculture, Local Self Government, etc., so as to help each other in the moulding of such policies and in evolving a common or uniform point of view in respect of such questions and to advance national unity by affording opportunities of personal contact. The question of forming such an Association was discussed formally and informally at several successive Conferences of the Presiding Officers and by the Presiding Officers with the members of their Legislatures. The scheme has been approved in principle by the Indian Parliamentary Group and the various State Legislatures and is now in the process of implementation. A draft constitution is also under preparation for the said Association. Broadly speaking, representatives of State Legislatures and Parliament will meet once a year and discuss matters of common interest which will be set out in advance. The Conference will be held in different States from year to year. All this is designed to ensure that the fundamental unity of the country is achieved by providing opportunity for contacts between members of legislatures who are the highest organs of administration in the country. This will also enable them to know at first hand the problems confronting the various parts of the country and to bring to bear upon such problems their experience so that there is complete interchange of thought and ideas among the legislators from the various constituent parts of the Union.

Parliamentary Delegations

Whenever delegations return from foreign countries they make reports on their impressions and experiences and such reports are published under the auspices of the Group. Each individual member of a delegation is encouraged to write his own impressions so that one who reads the report may form his own conclusions and may in this way get to know various aspects of the life in such foreign countries. These reports are valuable as contemporary records. They are not generally made public or put on sale in

order to enable members of delegations to express their views freely; but are circulated to members of the Group and are available for study to other Members of Parliament who are not members of the Group. The reports are primarily intended to give a background of the country visited and the information so gathered by the members proves helpful in assessing the progress made by the countries in the various walks of life.

The Group also sends delegations to the annual conferences of the Inter-Parliamentary Union which are held from year to year in the capitals of the various countries of the world.

INTER-PARLIAMENTARY UNION

The Inter-Parliamentary Union is an association of Parliamentary Groups constituted within the various national Parliaments for the purpose of promoting personal contacts between the members of different Parliaments. The idea of such a Union first took shape at a preliminary meeting organised in Paris in 1888 by William Randolph Cramer, a Member of the British Parliament and Frederic Passy, a Deputy of the French Chamber. As a result of their efforts, the first Inter Parliamentary Conference was held in Paris on June 30, 1889 with members of nine Parliaments (France, Great Britain, Belgium, Denmark, Hungary, Itely, Liberia, Spain and the United States) taking part in it. Since then, the Union has gradually grown in strength and activities and includes at present 46 national Parliamentary Groups. They include all the big and small countries of the world. Among the members of the Union are U. S. A., Argentina, Austria, Albania, Belgium, Brazil, Bulgaria, Burma, Ceylon, Denmark, Finland, France, Germany, Great Britain, Greece, Haiti, Hungary, Iceland, India, Indonesia, Iran, Iraq, Ireland, Israel, Italy, Japan, Lebanon, Liberia, Luxembourg, Monaco, Netherlands, Norway, Pakistan, Phillipines, Poland, Rumania, Spain, Sudan, Sweden, Switzerland, Syria, Czechoslovakia, Thailand, Turkey, U.S.S.R., Yugoslavia, Australia and Laos.

The Union has so far organised 45 conferences, the last one having been held at Bangkok in November 1956.

Aims and Objects

The aim of the Union is to promote personal contacts between members of all Parliaments, constituted into National Groups, and to unite them in common action to secure and maintain the full participation of their respective States in the firm establishment and development of democratic institutions and in the advancement of the work of international peace and co-operation, particularly by means of a universal organisation of nations. The Union also studies and seeks solutions to all questions of an international character suitable for settlement by parliamentary action and makes suggestions for the development of parliamentary institutions with a view to improving the working of those institutions and increasing their prestige.

Constitution

The Union is directed by an Inter Parliamentary Council. Each National Group is represented on the Council by two delegates. The Council elects its President for a period of three years which may be extended for a further period of two years. The election takes place at the time of the annual conference.

Functions and Activities

The functions of the Council are to summon the annual conference, fix its agenda, institute Study Committees, propose the President and Vice-President of the Conference and Members of the Executive Committee, select the venue of the Conference, appoint the Secretary-General of the Union, fix the amount of the annual budget, and to take all steps necessary for the realisation of the aims of the Union.

The administrative organ of the Union is the Executive Committee which exercises powers delegated to it by the Council in accordance with the statutes. The Com-

mittee is composed of nine members belonging to different Groups. The President of the Council is the ex-officio member and President of the Executive Committee. The other eight members are elected by the Conference from among the members of the Council, consideration being given to the contribution made to the work of the Union by the candidate and his Group and to securing a fair geographical distribution. Members of the Committee are elected for a term of four years and are not eligible for re-election for the next two years but are replaced by Members belonging to other Groups.

The Central Office of the Union is called the Inter Parliamentary Bureau, which is located at Geneva. It is directed by a paid Secretary-General who is appointed by the Inter Parliamentary Council. Under the directions of the Executive Committee, the Bureau executes the decisions taken by a Conference or the Council. The Inter Parliamentary Bureau corresponds with the Groups, brings out publications and reports and also prepares the preliminary memoranda on the questions to be studied by the Union.

Conferences

The Union holds Conferences once a year, as a general rule, its meetings being held in the capitals of various countries where the Parliament building of the inviting country is always placed at its disposal. The Inter Parliamentary Group of the country, in which the Conference is to meet, is responsible for the organisation of the meeting.

The size of the delegation to the Conference as fixed by the Statutes is related to the size of the country in terms of its population from which each Group comes and to the size of the Group itself. The Inter Parliamentary Conferences are thus a true reflection of Parliamentary opinion as represented by the Groups of the Union. Votes at the Conferences are allotted on a mixed basis, the chief factor being population.

Every session of the Confernce opens with a general debate on the basis of the Report submitted by the Secretary-General in the name of the Council. A part of the Report bears upon the general political situation of the world.

Study Committees

The resolutions submitted to these Conferences are drawn up by Standing Study Committees on which every Group has one representative. There are at present seven Standing Committees, each dealing respectively with (a) political and organisational matters, (b) juridical questions, (c) economic and financial subjects, (d) Non-self Governing Territories and ethnical questions, (e) reduction of armaments, (f) social and humanitarian questions and (g) intellectual relations.

As a rule a sub-committee is first set up to study any question which has been chosen for discussion at a Conference and to prepare a preliminary draft resolution. This is then examined in details by the full Committee to which the question more particularly concerns at a special Study Session. Once agreement has been reached on the wording of the proposed resolutions, they are presented to the Council for approval and *rapporteurs* are then appointed to bring them together with a report to the full Conference. All these documents are printed in a special publication known as the "Preliminary Documents". This procedure enables the plenary session of the Union to discuss carefully prepared proposals which, if adopted, may fairly claim to be the well-considered opinion of a representative parliamentary body.

Council and Study Committee Meetings

Meetings of the Council and Study Committees are held in spring, i.e., nearly six months prior to the annual conference. These meetings are also held in the capital or other selected place of the country which may extend an invitation for the purpose. Such meetings are miniature conferences and representatives in smaller numbers of almost all countries are present. The Study Committees are useful instruments for collecting

facts, gathering different points of view and embodying agreements in appropriate language. These are more or less business meetings but members take opportunity in informal gatherings, receptions and private meetings to discuss current affairs and to keep themselves informed of the events as they are developing in various parts of the world.

Those who have attended conferences or meetings of Council and Study Committees have stressed their importance to their own countries. The atmosphere is one of equality, cordiality and respect for each other's views and countries. Since the Inter Parliamentary Union is not charged with any executive responsibility nor are delegations sponsored by Governments, no tensions of any serious nature, such as are noticeable in U.N.O., are visible here. The members develop a certain brotherhood and unconsciously feel that they belong to the same family even though they may be of different nationalities. There is exchange of much courtesy and mutual regard among the members of the various delegations and usually some good friendships at a personal level are forged.

Special features

A special feature of the working of the Inter Parliamentary Union is that delegations are not bound by Government instructions. The delegations are composed of Members from the various Parties or Groups in National Parliaments and thus both Government and Opposition Members from various countries are represented at the Conference. Each delegate is entitled to offer his own views on any matter before the Conference and the same delegation may present two or three points of view. Even at the time of voting, members are at liberty to vote as they like and they are not bound by any official instructions.

Among non-Governmental international organisations, the Inter-Parliamentary Union holds a position of unique importance. Of all unofficial organisations it stands closest to the Government and is able to press with immediate effect for the ratification and application of international conventions and, in general, it exerts direct influence on Government policy in matters touching the relations between States.

Each National Group keeps its Parliament informed of the resolutions adopted at the Conference of the Inter Parliamentary Union which call for parliamentary or Governmental action and also reports to the Office of the Union as to the action taken thereon.

INDIA AND THE INTER-PARLIAMENTARY UNION

Indian Parliamentary Group has been sending delegations to the annual Conferences of the Inter Parliamentary Union since 1949. As India had not become formally a member of the Union, a formal delegation was not sent to the Conference in 1948. Only two observers, Dr. B. V. Keskar and Shri R. R. Diwakar, were sent. Formal delegations have been sent since 1949 to the Conference held at Stockholm (1949), Dublin (1950), Istanbul (1951), Berne (1952), Washington (1953), Vienna (1954), Helsinki (1955) and Bangkok (1956). Since last year,, the Indian Group has been sending delegates to the Council meetings and Study Committees also.

Soon after the Indian Group joined the Inter Parliamentary Union, the annual Conference which met in Stockholm in 1949 elected Shri Mohan Lal Gautam as a Member of the Executive Committee of the Union. This was a fitting tribute to India as being an important country in Asia. After Shri Gautam ceased to be a Member of Parliament after the General Elections in 1952 his place on the Executive Committee was filled by the nomination of Shri A. C. Guha who continued to be a member of the Executive Committee till 1953.

At the invitation of the Indian Parliamentary Group, the 101st session of the Executive Committee of the Inter Parliamentary Union was held in New Delhi in December, 1955. In the history of the Union it was the first time that meetings of the Executive Committee were held in Asia. The meetings of the Executive

Committee were attended by representatives of National Groups of Ceylon, Finland, Iraq, Italy, Switzerland, Thailand and the U.S.S.R. who are members of the Executive Committee. Lord Stansgate, who is the President of the Executive Committee as well as the Council of Inter Parliamentary Union presided at these meetings. The meetings of the Executive Committee were preceded by informal discussions for two days between the representatives of the Asian Groups and the Inter Parliamentary Bureau. Delegates of five National Groups namely, Burma, Ceylon, India, Pakistan and Thailand participated in the discussions. The purpose of these informal consultations was to consider the means of increasing Inter Parliamentary co-operation in Asia. In pursuance of the opinion expressed at the informal meeting of the Asian Group, Dr. H. N. Kunzru, Leader of the Indian Parliamentary Conference at Bangkok advocated at the meeting of Political and Organisational Committee the holding of Asian-African Regional Conferences under the auspices of the Inter Parliamentary Union. The matter was referred to the Executive Committee of the Inter Parliamentary Union. The Executive Committee considered the request submitted to the Political Committee by Dr. Kunzru and warmly welcomed the desire expressed by the National Asian Group to make it better known in their region and to strengthen their national link. The question will now be considered by the Inter Parliamentary Council at their next meeting in April, 1957.

At the meeting of the Economic and Financial Committee held at Bangkok the Indian delegate Shri B. C. Ghosh, Member of Parliament, suggested the inclusion of "Techniques in problems of planning in underdeveloped countries" in the agenda of the Committee for consideration at its next meeting. The suggestion was accepted by the Committee and the subject has been included in the agenda. The Executive Committee of the Inter Parliamentary Union decided at Bangkok to establish a Sub-Committee of five members to give preliminary consideration to the problem of stabilisation of pimary products. The Sub-Committee will meet in April, 1957 and the Indian Group has been invited to send a member to sit on the Sub-Committee.

At Dubrovnik meetings in 1955 Shri Raghuramiah moved on behalf of the Indian and Sudanese Groups the following resolution which was adopted by the Committee on 7th April, 1956—

"The XLVth Inter Parliamentary Conference,

Believing that self-government is the inalienable right of all peoples,

Noting that a power may consider that a territory administered by it is not yet ready for self-government, and that a transitional period is desirable,

Recommends that, failing direct agreement, the question of eligibility for self-government should be submitted to the United Nations;

Further recommends that, in cases where the United Nations considers that a people is not yet ready for self-government, it should recommend the period of time and advise on the manner in which the people concerned shall be made ready therefor, and that the administering power, pending the attainment of self-government, should report from time to time to the United Nations on the progress made towards this end."

India has thus taken considerable interest in the affairs of the Inter Parliamentary Union from the very begging of its membership of the Union.

Commonwealth Parliamentary Association

The Commonweath Parliamentary Association as its name implies is an organisation composed of Branches formed in the legislatures of various Commonwealth countries. It consists of main Branches formed in the National Parliaments of independent member countries of the

Commonwealth, State and Provincial Branches formed in State or Provincial Legislatures within member countries of the Commonwealth, auxiliary Branches formed in Legislatures of countries under responsible government but which are not fully self-governing and affiliated Branches formed in Legislatures of any other parts of the Commonwealth under responsible or representative Government.

Aims and Objects

The aim of the Association is to promote understanding and co-operation for common purposes between those engaged in the Parliamentary Government of the countries of the Commonwealth by the establishment of machinery for the exchange of information and of individual visits and to promote understanding and co-operation by similar means between those Members and the Members of Legislatures outside the Commonwealth having close political and Parliamentary association with them.

The Commonwealth Parliamentary Association began in 1911. It originated in a suggestion made by Mr. L. S. Amery in 1911 in connection with the Coronation of King George V. He proposed that "His Majesty's faithful Commons from each part of the Empire should, by delegations of their members, be present at the Coronation" and it was, when these delegations assembled in London, that the Association (then the Empire Parliamentary Association) was born.

Conference held

Before the war two important Conferences were held in 1935 and 1937. At these two Conferences, matters relating to foreign affairs, defence, shipping, communications, trade, finance, agriculture, migration and parliamentary government were discussed. They were attended by members of Legislatures from the various parts of the Commonwealth (including India) numbering 152 in 1935 and 195 in 1937.

At the Conferences held since the Second World War in London in 1948, in Wellington (New Zealand) in 1950, in Ottawa in 1952 and in Nairobi in 1954 similar general subjects were discussed, though the subject of 'Delegated Legislation' was an additional subject at the last Conference and at the Conference to be held in New Delhi this year it is intended to discuss the problem of under-developed countries in the Commonwealth and the role of English language in the Commonwealth.

General Council

Since the General Council was established it has been the aim to hold these Conferences every two years.

The work involved in the Association's activities, formerly undertaken by the United Kingdom Branch, was felt after the Second World War to be properly the affair of the whole Association; and constitutional changes in the Commonwealth also suggested the need for some central organisation to act as a liaison body.

At the Commonwealth Parliamentary Conference in October 1948, it was agreed that a General Council should be formed and that the name of the organisation should be changed from the "Empire Parliamentary Association" to "Commonwealth Parliamentary Association".

The headquarters of the Council are in London. This Office provides a centre for the issue of publications, the organization of Conferences, and for research and information on current Commonwealth affairs for the members of all Branches.

Facilities and Privileges Available to Members of Commonwealth Parliamentary Association

The Association provides for its individual members the following specific facilities:

(a) *Introduction and Hospitality*: A Branch, Affiliated Branch or Associated Group uses its best endeavours to provide

introductions and hospitality for visiting members from other Commonwealth countries. The Secretary of the Association in any country has to be notified of the intended visit of a member by the Secretary of the member's Branch of the Association, and steps are taken to arrange for him a cordial reception and provide him with personal introductions , if so desired.

(b) *Travel Facilities*: The Association secures special terms for its members when visiting those countries where Branches exist. Travel concessions for visiting members of the Association, ranging from free transportation for a member, his wife and family to a half-rate on the railways of the country visited, are provided by the Branches.

(c) *Parliamentary Privileges*: Members visiting any country in which a Branch, Affiliated Branch or Associated Group exists, receive preferential treatment in the matter of access to the Galleries, Lobbies, Dining and Smoking Rooms of the Legislature of that country for the purpose of hearing debates and meeting other Members of the Association.

(d) *Special Information*: The Secretary-General and Secretaries of the Branches endeavour to provide special information on any subject which Members may wish to investigate.

(e) *General Facilities for intercourse*: The machinery of the Association can, in general, be utilised to enable Parliamentarians of the countries concerned to exchange visits, either individually or collectively, with facility and to obtain the fullest information possible on matters of common interest.

(f) *Publications*: A free regular supply of information is contained in the three quarterly publications of the Association. the "Journal of the Parliaments of the Commonwealth", the "Report on Foreign Affairs", and the "Summary of Congressional Proceedings, U.S.A." The "Journal" gives in summarised form the debates, during the previous three months, in the various Parliaments of the Commonwealth on any matters likely to be of particular interest to Members. The "Report on Foreign Affairs" provides an expert commentary on the affairs of the various countries concerned, regarding the main events and tendencies in those countries. "The Summary of Congressional Proceedings", as its name implies, is a digest of the debates in the Congress of the United States which have special interest for the Commonwealth. Recently arrangements have been made to meet the time lag in the distribution of the "Report on Foreign Affairs" by issuing a monthly "Commentary on Foreign Affairs" which is sent by airmail to those desiring to receive it. This keeps Members who are specially studying foreign affairs up-to-date between issues of the quarterly Reports.

In addition to the above publications, the General Council of the Commonwealth Parliamentary Association supplies to every Branch adequate number of copies of the publications of the Commonwealth Economic Committee which is an official organisation formed by the Commonwealth Governments in 1925. The memoranda and reviews prepared by the Committee's Intelligence Branch on "Commonwealth Trade" are particularly valuable. Another outstanding publication is the "Commodity Series" of seven volumes which is also issued annually. They present in convenient form up-to-date summaries of world production, international trade and consumption regarding a group of allied commodities, with reference to the Commonwealth countries.

Conferences

Conferences and Delegations: An important activity of the Association is the organisation of Commonwealth Parliamentary Conferences which take place every two years. These Conferences are attended by delegates from every Branch, meeting at one of the Commonwealth capitals, as the guests of the Branch there, the inviting Branch being also responsible for the overseas transport of all delegates. It is possible, when occasion offers, for more than one Branch to join together as

joint hosts. For the ensuing Conference which is scheduled to be held in New Delhi in December this year, India and Ceylon have joined as hosts in inviting this Conference. Talks are afoot to ascertain whether Pakistan will also join as a joint host with India and Ceylon.

Regional Conferences are also held by the Branches which are in close proximity and have special interest in common. These have taken place in Australia, the West Indies, Singapore and the Federation of Malaya. Delegations are also organised from one Branch to another thus enabling parliamentarians in one part of the Commonwealth to acquire knowledge at first hand of some other parts. Generally speaking, the entertainment of these delegations is undertaken by the inviting Branch with the support of the Government in the country visited and in any case the delegates themselves are not asked to defray any expenses on travelling or accommodation.

Place of Association in the Commonwealth: The work of the Association has been summarised in one of its publications as follows: "In all the years of its existence, the Association claims credit for no specific constitutional change, no far reaching legislative enactment, not even so much as a resounding resolution; yet it has played a genuine and valuable part in the development of ideas about and within the Commonwealth. It is indeed something more than the mere words 'An Association of the Parliaments of the Commonwealth' can imply. Through the facilities it offers, the various legislators can obtain the necessary knowledge and understanding of each other and of each other's problems without which no common approach is possible. They can confer frankly as with members of the same family and take back with them to their own lands the fruits of experience they have gathered which, in the course of their normal parliamentary duties, they can distribute among their colleagues and constituents. By these means throughout the entire Commonwealth a certain common background of thought and opinion can be created, which at times of international crisis may be reflected in a readiness for common action".

INDIA AND THE COMMONWEALTH PARLIAMENTARY ASSOCIATION

Delegations from the Indian Branch of the Association have participated in the Commonwealth Parliamentary Conferences held in London (1948), Wellington (1950), Ottawa (1952) and the representatives of the Indian Branch of the General Council have taken an active part in the annual Council meetings held in New Zealand, Ceylon, Canada, England and Jamaica.

State Branches of the Association have been formed in the Legislatures of six Indian States, namely, West Bengal, Bombay, Madras, Madhya Pradesh and Uttar Pradesh. They are autonomous Branches and deal direct with the General Council of the Association. Like the main Branch, they send delegates to the annual Conferences and to the meetings of the Council. So far, only West Bengal has sent delegates, as other State Branches have come into existence only recently.

A feature of the working of the Commonwealth Parliamentary Association is that no resolutions are framed or moved; nor any decisions taken. A subject is put down for discussion and members express their views. The consensus of opinion can be gathered only by going through the record of proceedings and not by any carefully worded conclusions drawn by the Conference itself. This is in keeping with the pattern of Commonwealth relations that no decision should be formed but only opinions gathered. There are thus no Study Committees or any clear-cut decisions of the Association for consideration or ratification by the respective Governments.

Another feature of the working of the Association is that at the time of the Conferences, the host country or host countries arrange tours lasting for nearly four or five weeks for all the participating delegates, numbering over 100, before and after the

Conference. The delegates are taken round, at the expense of the host country and shown all the important places and aspects of life—cultural, social, historical and modern. These tours provide various opportunities of contacts between the Members of various Parliaments and this naturally enables them to have a full all-round discussion of important problems of common concern with people holding responsible political positions in their respective countries. While all this enables the delegates, free of any cost to themselves, to study and see all that a country has to offer, the inviting country has this satisfaction that such eminent people will carry impressions of their country and act as its ambassadors of goodwill and friendship towards the people of other countries. Experience of the past Conferences has abundantly shown that any money thus spent is amply repaid.

Process of Legislation in Parliament

by

N. C. Nandi

Deputy Secretary, Lok Sabha Secretariat

THE dictionary meaning of the word Parliament is a meeting for deliberation. It is derived from the word "parley" meaning to speak so that Parliament is a place for reasoned discussion.

Our Parliament like its counterparts in other countries is the Supreme Legislature of the country. It consists of the President and the two Houses known respectively as Rajya Sabha and Lok Sabha. Lok Sabha is the House to which the Council of Ministers is responsible under the Constitution. It grants money for running the administration of the country and is a very effective instrument for controlling the Cabinet. It criticises the action of the executive Government by means of questions and discussions and can dismiss the Cabinet by passing a vote of no-confidence. The supremacy of this House is thus unquestioned to a large extent.

The most important function of Parliament is to make laws. The subjects on which Parliament can legislate have been laid down in the Constitution. Parliament is sovereign in the sphere of Legislation on the Union subjects. The scheme of our Constitution being federal, the States exercise autonomous powers in the sphere of the State List. Where there is overlapping of a matter as between the Union, State or Concurrent Lists, Parliament has the overriding power.

How is legislation initiated in India. A Bill, which is the draft of a legislative proposal, can be introduced either by a Minister or by a private member. In the former case, it is known as a Government Bill and in the latter case it is known as a Private Member's Bill.

In India there is nothing like a private Bill in the sense in which it is used in the British House of Commons. A private Bill in United Kingdom is a Bill intended for the particular interest or benefit of a person or persons and as such can be distinguished from measures of public policy. The procedure for dealing with them in the House of Commons is entirely different from that relating to public Bills. In 1911, a Bill was passed in the Central Legislature in India in order to grant a Baronetcy on Sir Cowasji Jehangir. That Bill could be treated as a private Bill if we had any such category of Bills in India.

A Bill after it has passed through its various stages and received the President's assent becomes an Act of Parliament. It consists of several parts. For convenience of citation, every Bill has a Short Title which is printed at the head of the Bill and it is also set out in the first clause of the Bill.

In U. K. however, the Short Title is contained in the last clause. In the case of the Constitution, we have followed the British model. Article 393 of the Constitution contains the Short Title, followed by two other articles containing provisions relating to commencement and repeals.

Then there is the Long Title which sets out in general terms the purposes of a Bill and is subject to amendment if any amendment adopted by the House makes it necessary.

There is also a Preamble to a Bill which states the reasons and the intended effects of the proposed legislation. But a Bill nowadays generally dispenses with a Preamble as the purpose is generally served by the

explanatory Statement of Objects and Reasons which accompanies a Bill.

There is the Enacting Formula which is a short paragraph preceding the provisions of a Bill. The enacting formula reads as "Be it enacted by Parliament in such and such year of the Republic of India as follows."

Then come the various clauses of the Bill which are serially numbered with a descriptive title printed in the margin of each clause. Where the clauses are lengthy, they are divided into sub-clauses and the sub-clauses are further divided into parts and sub-parts.

There may also be schedules containing matters of detail, dependent on the provisions of the Bill, which are incorporated at the end of the Bill, if necessary. The schedules are as much a part of the Bill as the clauses and have to be pssed by the House. They are not like the Statement of Objects and Reasons.

Every Bill must be accompanied by a Statement of Objects and Reasons in order to explain the necessity for bringing forth the Bill before the House, which shall not, however, contain argument.

If there are any clauses involving expenditure, there must be a Financial Memorandum attached to the Bill indicating how it is proposed to meet that expenditure and whether it is recurring or non-recurring.

A Bill involving proposals for the delegation of legislative power shall further be accompanied by a Memorandum explaining such proposals and drawing attention to their scope and stating whether they are of normal or exceptional character.

A Bill can only be introduced by a Member of the House. As regards Ministers, our Constitution makes a distinction inasmuch as a Minister can speak and function in both the Houses although he can vote only in the House of which he is a member. A Minister can introduce a Bill in both the Houses of Parliament.

In the case of a Private Member's Bill, there is a period of one month's notice. But the Speaker in his discretion can reduce this period if he is convinced about the necessity and urgency of the measure.

A Private Member's Bill is examined, scrutinized and put in proper shape by the Lok Sabha Secretariat.

After a Bill has been introduced, it is published in the Official Gazette. But a Bill even before introduction might, with the permission of the Speaker, be published in the Gazette. When the House is not in session and the Government want to obtain the opinion of the country on an important measure during the recess of the House, they make a request to the Speaker for previous publication of the Bill in the Gazette, and in suitable cases the Speaker gives the permission.

Different stages of the Bill

A Bill, whether it is a Government Bill or a Private Member's Bill, has to go through various stages. The first stage is the introduction. A Member has to ask for leave to introduce the Bill. If leave is granted by the House, the Bill is introduced. Where a Bill has been published in the Gazette, no leave to introduce it is necessary, and the Bill is straightaway introduced in the House. This stage is known as the First Reading of the Bill.

In England, any member may present a Bill, after giving formal notice of his intention to do so. At the proper time when the member is called by the Speaker, he brings to the Table of the House a 'Dummy Bill' containing the Title of the Bill, the member's name and the names of his supporters. The Clerk at the Table reads out Title of the Bill and it is then supposed to have been read a first time. The first reading in the British House of Commons is thus a mere formality.

A formal order is then made by the House of Commons for printing it and a day is fixed for its second reading. Later when the question is proposed that the Bill be read a second time, an opportunity is afforded for discussing its general principles

as distinguished from its details. If the House approves these principles, the Bill is deemed to have been read a second time.

All Bills in the House of Commons have to pass through the Committee stage after the Second Reading. Every Bill must go to a Standing Committee and in important cases Bills are also referred to a Committee of the Whole House. A Committee of the Whole House sits without the Speaker in the Chair. The proceedings are conducted by a Chairman.

Next, there is the Report stage. In the British House of Commons, Bills reported from a Committee are again considered in detail in the House. At this stage the Speaker has the power of selecting amendments which enables him to disallow amendments which have been fully considered in Committee.

Lastly, comes the Third Reading stage which is generally the same as it is here. In the House of Commons, only verbal amendments can be made on third reading. If material amendments are desired, the order for third reading must be discharged and the Bill must be recommitted.

In India, if a motion for leave to introduce a Bill is opposed, the Speaker may, in his discretion, allow a brief explanatory statement to be made by the member incharge and the member who opposes the motion. Thereafter, without further debate he may put the question to the vote of the House. A member can also raise a point at this stage that the Bill initiates legislation outside the legislative competence of the House.

In our case the Second Reading consists of consideration of the Bill which can be divided into two stages. The first stage consists of a general discussion of the Bill when the principle underlying the Bill is discussed. At this stage it is open (and not obligatory as in U.K.) to the House to refer a Bill to a Select Committee of the House or a Joint Committee of the Houses or to circulate it for the purpose of eliciting opinion thereon or straightaway take it into consideration.

The Select Committee considers the Bill clause by clause just as the House does. Amendments can be moved to various clauses by members of the Select Committee. The Select Committee can also take evidence of associations, public bodies or experts who are interested in the measure. After the Bill has been considered by the Select Committee, a report is submitted to the House. The report is signed by the Chairman on behalf of the Committee. Previously the report of a Select Committee used to be signed by all the Members of the Select Committee.

If a Bill is circulated for the purpose of eliciting opinion thereon, such opinions are obtained through the agency of the State Governments.

When a Bill has been circulated for eliciting opinion, the next motion must be a motion for reference to Select Committee. It is not permissible in such a case to move a motion for consideration of the Bill.

The second stage of the Second Reading comes only after the Bill has been reported on by the Select Committee or when agreed to be taken up for consideration straightaway without referring the Bill to a Select or Joint Committee. This stage consists of consideration of the Bill clause by clause. Discussion takes place on each clause of the Bill and amendments to clauses are moved at this stage. Each amendment and each clause are put to the vote of the House. The amendments form part of the Bill if they are accepted by a majority of members present and voting. After the clauses, schedules, enacting formula and short title of the Bill have been put to vote and disposed of, the Second Reading is deemed to be over.

Thereafter, the member-in-charge can move for the Third Reading of the Bill. At this stage, debate is confined to the submission of arguments either in support of the Bill or its rejection, without referring to the details thereof further than is absolutely necessary. The House can discuss generally for or against the Bill and no amendment may be moved which is not

either formal, verbal or consequential upon an amendment made after the Bill was taken into consideration.

In passing an ordinary Bill a simple majority of members present and voting is necessary. But in the case of a Bill to amend the Constitution a majority of the total membership of the House and a majority of not less than two-thirds of the members present and voting is required.

After the Bill is passed it is sent to the other House and there also it is considered in the same manner as it is done in Lok Sabha. When a Bill is passed by both Houses, the House that is last in possession of the Bill obtains the assent of the President. The President can assent or withold his assent to a Bill or he can return a Bill with his recommendation. If the Houses pass the Bill again with or without the recommendation made by the President, the Bill has to be assented to by him.

If a Bill passed by Lok Sabha is not agreed to by Rajya Sabha and there is a deadlock, the President may call a joint sitting of the two Houses. At a joint sitting the Speaker of Lok Sabha presides.

Money Bills

So far as Money Bills are concerned, it is the exclusive function of Lok Sabha to legislate. Article 110 of the Constitution defines a Money Bill. The Speaker is the final authority to declare whether a Bill is a Money Bill or not. The Speaker is not bound to consult anybody.

In regard to Money Bills, the Rajya Sabha has got a very limited power; it can only delay the Money Bill by a fortnight. It has got to return the Bill with or without any recommendation within fourteen days. It is open to Lok Sabha to accept or not to accept any of the recommendations of Rajya Sabha. Even if Rajya Sabha does not return the Bill, it is deemed to have been passed. In the House of Commons also the procedure is the same but there the period is one month instead of 14 days.

A Money Bill cannot be introduced in Lok Sabha without the recommendation of the President.

Apart from Money Bills, there are also certain other Bills which cannot be introduced or passed without the recommendation or previous sanction of the President A Bill relating to the formation of a new State or alteration of the boundary of a State requires the recommendation of the President. A Financial Bill *i.e.* a Bill containing other provisions besides dealing solely with taxation and other matters enumerated in Article 110(1) of the Constitution cannot be introduced without the recommendation of the President. The recommendation of the President is also required for introducing a Bill affecting taxation in which States are interested.

There are certain other Bills which, if enacted and brought into operation would involve expenditure from the Consolidated Fund of India. Such Bills cannot be passed by either House of Parliament unless the President has recommended to that House the consideration of the Bill.

It is also not permissible to introduce a Bill making provision for the language to be used in the Supreme Court and in the High Courts and in Acts, Bills etc., during the period of fifteen years from the commencement of the Constitution, without the previous sanction of the President.

While the process of Legislation is generally the same in its essential features both in U. K. and in India, our Constitution at the same time has made provisions to meet certain extraordinary circumstances or situations.

Ordinances

In the event of Parliament being not in session, the President has been empowered under the Constitution to legislate by Ordinance, if he is satisfied that circumstances exist which render it necessary for him to take immediate action. But an Ordinance thus promulgated, unless withdrawn earlier by the President, must be laid before Parlia-

ment and shall cease to operate at the reassembly of Parliament. The Ordinance shall, however, cease to have effect immediately if it is disapproved by both Houses of Parliament.

Thus, the President may enact by Ordinance what Parliament might have enacted. If an Ordinance, which embodies wholly or partly or with modifications the provisions of a Bill pending before the House, is promulgated, a statement explaining the circumstances which necessitated immediate legislation by Ordinance is required to be laid on the Table at the commencement of the session following the promulgation of the Ordinance. Such a statement is also required whenever a Bill seeking to replace an Ordinance with or without modification is introduced in the House.

This, in short, is the story of law making in practice in our Parliament.

Committee on Subordinate Legislation

by

N. N. Mallya.

Deputy Secretary, Lok Sabha Secretariat

ONE of the least publicised, nevertheless, one of the most important committees of the Lok Sabha is the Committee on Subordinate Legislation. The deliberations of this modest body have not as yet received their due share of recognition, not to speak of praise, by the public. This is partly because most people are faintly aware of what subordinate legislation means. Subordinate Legislation, also called Delegated Legislation, refers to that large body of rules, regulations and bye-laws being constantly framed by the Executive under powers delegated to it in this behalf by the principal or parent Acts passed by the Legislature. These rules regulate the conduct of governmental operations in the enforcement or implementation of the principles and the policy enunciated in an Act by Parliament. These rules though framed by the Executive are framed under the authority delegated to it by Parliament. They have, therefore, the force of law and the same binding force as any provision of the principal enactment.

As in other countries of the world so in India, Subordinate Legislation is on the increase, is necessary and inevitable. A Parliament has pledged itself to the noble ideals set out in the Preamble to the Constitution has perforce to embark on legislation over a very extensive field of human activity. Plans, programmes, controls and service—economic, political and social, nationalisation etc., all necessitate the enactment of elaborate laws. Their enactment in every detail is every time consuming. Even if Parliament sat for twelve months in the year, it would be difficult if not impossible for them to debate on every provision of these laws. So Parliament does not attempt to do more than lay down the broad principles of any legislation on hand. It is content to leave the formal and procedural details to the Executive—to regulate by means of rules framed under these Acts. But it is not merely the pressure on Parliamentary time that has led to the extensive growth of this subsidiary form of law in recent years. Law-making is becoming day by day a very complicated and at times a very technical matter. It is impossible in certain cases while framing the bill to foresee whether conditions will or will not change in a manner that will necessitate a rapid revision of certain provisions. It is advantageous in such circumstances for Parliament to allow the Executive the power to amend or modify these provisions without setting in motion the comparative slow machinery of legislation in Parliament. Rules have this great advantage of flexibility, over the parent Act, in that they can be changed quickly to suit experience. Delegated Legislation, therefore, is inevitable at the present time. It has come to stay and is now recognised by the Executive, the legislature and the judiciary as a subsidiary mode of making laws.

The principal problem of subordinate legislation, however, is not whether it is necessary but how this process can be reconciled with democratic consultation, scrutiny and control. To entrust law-making to the Executive, no matter how convenient, is not democratic by any means; neither is it always safe. It is not safe, not because Ministers and Civil Servants are irresponsible or cannot be trusted in such matters. Ministers and Civil Servants work for the good of the country as much as the Members of Parliament themselves. They can be trusted not to put any illconsidered or dubious

rules before the public. Why then is subordinate legislation not safe? The reason is that the Executive is inclined in certain circumstances to treat administrative convenience and public interest as something more important than the individual or his freedom. In the process a rule may pay scant attention to hardships caused to him or to any infringement of his freedom. Further, there is such a thing called "official zeal" which in its anxiety to achieve desirable results may enact a rule which may throw an unreasonable burden on the citizen or may cause him grave injustice. It is for this reason then that Parliament as the custodian of the rights and liberties of the citizen controls and scrutinises these rules.

Parliamentary Control over Delegated Legislation

How does Parliament exercise this scrutiny and control? Parliament can assert itself at any one of the following stages:—

(a) When the parent Act i.e. the Bill delegating the powers is under consideration of the House when the scope and character of these rules as well as its purpose can be debated, precisely defined and limited.

(b) or when the rules themselves are proposed it may specify that they shall be laid in draft form for Parliament to approve or annual them.

(c) or after they are made it may attempt to revoke or vary by subsequent legislation or question their propriety or adequacy through the machinery of Questions in the House.

(d) and, above all, through the medium of a Committee that will ever the vigilant.

As already stated the Lok Sabha has for the purpose appointed a Committee called the Committee on Subordinate Legislation.

The scope of the Committee on Subordinate Legislation has been defined in the Rules of Procedure of the House. The Committee is a Committee to scrutinize and control. It cannot go into questions of policy behind the rules. It can examine only their form and constitutional propriety or the inconveniences or hardships caused to public. It can ask for any memorandum from the Ministries explaining any rule or draft before them for consideration. It can ask the Ministries to depute, if necessary, a representative to attend and explain any rule or clear any doubt. All rules made under all Central enactments passed by Parliament go up before the Committee for scrutiny. The Committee scrutinises the following aspects of any rule placed before it:

(a) whether the rule is in accord with the general objects of the Constitution or the Act pursuant to which it is made;

(b) whether any rule should appropriately have been made in the parent Act, because it concerns, itself with some substantive provision of law regarding which Parliament should have had on opportunity to express its views;

(c) whether the rules impose any tax which should appropriately have had the approval of the House;

(d) whether any of the rules directly or indirectly have the effect of barring the jurisdiction of the Courts, in a manner that would infringe a person's right to get any matter in dispute between him and the Government settled by the ordinary Courts of Law and the ordinary procedure of the land;

(e) whether it gives retrospective effect to any provisions though the parent Act itself does not expressly give any such power;

(f) whether it involves any expenditure from the Consolidated Fund of India or the Public Revenues not contemplated in the parent Act;

(g) whether any unusual or unexpected use of powers confirmed by the Constitution or the Act pursuant to which it is made, has been made;

(h) and lastly, whether there has been unjustifiable delay in the publication of the rules or laying them before the House.

The Committee on Subordinate Legislation was set up in December, 1953. There were at first, ten members in the Committee and this number was subsequently raised to fifteen. The Committee as well as its Chairman are appointed annually by the Speaker. The recent practice in the Lok Sabha has been to chooose a member of the opposition as the Chairman of this Committee in order that the Committee may be free from any temptation to favour Government's side. Its present Chairman is Shri N. C. Chatterjee, as eminent a jurist as he is a parliamentarian. The Committee has since its inception held 25 sittings and considered in all 881 statutory rules and orders. It has presented six reports to the House. The Committee is assisted by the Lok Sabha Secretariat in the discharge of its duties.

Regarding the working of this Committee since 1953 it could confidently be said that the atmosphere in this Committee has been exceedingly good. In making its recommendations, the Committee has always been guided by public interest. The reports it has submitted are agreed reports. The members have applied themselves to the task with enthusiasm even though the work is of a laborious and plodding nature and one that does not get any publicity. The work being of a semi-judicial nature, party interests have at no time been allowed to prevail. The merits, and merits alone, of the rules have been the criterion in assessing their suitability. There is little doubt that as time passes the prestige and the importance of this Committee will increase with the public. It has already increased with the Ministries of the Government of India; and the Committee has had a salutary effect on administration. The very awareness of a scrutiny had made the Ministries more careful of the form and constitutional propriety of the rules they propose.

Reports of the Committee

The reports of the Committee are interesting reading. Where attention has been drawn to a rule the Committee has given reasoned criticism of the rule and mentioned even the comments of the Ministries so that the House can judge for itself why the Committee has drawn its attention to it. The reports reveal certain noteworthy contributions during the period. The Committee has since its inception brought 222 cases of delay to the notice of the House. Unpunctuality now appears to be on the decline with the Ministries.

The Committee on Subordinate Legislation has many substantial contributions to its credit. In the case of Delhi Transport Authority Rules, 1952 the Committee pointed out that the Chairman's powers to overrule the views of the Chief Accounts Officer were contrary to Section 16 (3) of the parent Act itself. In three other cases the Committee pointed out that certain provisions which had been made in the rules were of a substantive nature and should have appropriately been made in the parent Act itself. In one case where the executive had subdelegated its powers the Committee held that there has been an unexpected or unusual use of the rule-making powers confirmed by the parent Act. The Committee recommended that even when the parent Act so provided, sub-delegation of authority to another functionary should be with adequate safeguards. Provisions in the rules ousting the jurisdiction of the Courts have also come in for adverse comments by the Committee. It pointed out in two cases that such ousting of jurisdiction of Courts was undesirable and in both cases Government agreed to amend the parent Act at the earliest opportunity.

The Commitee has not been unmindful of hardships caused to the public by any rule. The Central Excise Rule (Amendment) 1944, for example, provided that the Collector could remit duty on goods lost or destroyed but not stolen. The Committee recommended that stolen goods should also be covered by the provision and remission allowed on them. In the Customs Duty Drawback Rules the Committee pointed out that there should be a reasonable period of notice before any scheme of drawback is revoked. In another case the Committee recommended that all rules and orders of

concern or importance to the public should be published at the Centre and in the States and simultaneously translations in all regional languages published for benefit of the public. It was stressed that press communiques explaining the general purport and effect of important rules should also be issued.

The Committee has not been unmindful of the fair and just conditions of service for officials. In three cases it pointed out that all conditions should be embodied in the parent Act and not left to be provided in rules. Parliament should have a chance to say whether they are reasonable and just. In another case the Committee pointed out that Government officials should not be allowed to contest Elections to local bodies. If necessary there should be provisions in the rules for their nomination by Government.

The Committee has paid attention even to such minor aspects of rules as their form and drafting. It has stated that in the drafting of the rules complicated language should be avoided, that rules should invariably be given their short titles both in the body and at the top, and that there should be explanatory notes added to each new rule published as an amendment or for the first time. In another case, where there were extensive amendments to any rule, the Committee recommended that for the convenience of the public in such cases they should be reprinted with the amendments incorporated in the text. In another, it thought it better if all Statutory Rules and Orders could be published in one Section of the Gazette and centrally numbered so that the public could get hold of them easily.

The Committee has also been eager to point out certain anomalies in rules which concern Members of Parliament. The ratio of membership between the Lok Sabha and the Rajya Sabha being 2 : 1 it has recommended in one case that any representation of these bodies on any statutory body should also be in that proportion. In another case the Committee *inter alia* pointed out that the representation of Members of Parliament on Statutory bodies should be by election by either House or nomination by the Speaker. In no case was such election or nomination to be made by the Executive Government.

It will thus be seen that the Committee on Subordinate Legislation has done extremely useful work. There is little doubt that in the years to come this Committee has a very important function to discharge, that of ensuring that all Subordinate Legislation enacted by the Executive does not result in depriving the citizen of freedom or of justice—two of the most precious human possessions.

Public Accounts Committee and Its Work

by

V. Subramanian

Deputy Secretary, Lok Sabha Secretariat

IT is but right and proper that Parliament having been called upon to vote large sums of the tax payers' money should, in the interests of the tax payers, expect in due course a detailed account of how the moneys have been spent so as to satisfy itself that the moneys so voted are directed for the purposes intended and are administered prudently and economically. For obvious reasons, the agency which furnishes the accounts to Parliament should be directly responsible to it and independent of the Executive. Such an agency exists in almost all the democratic countries, for example, the Court of Accounts in France, the Comptroller and Auditor-General in the U.K. and in India.

The Comptroller and Auditor-General in India is appointed by the President by warrant under his hand and seal and has been made as independent of the Executive as possible by virtue of the provisions in the Constitution. He may fairly be regarded as an Officer of Parliament. He examines the annual accounts thoroughly and after scrutiny, certifies the accounts as correct subject to such reservations as he chooses to make and submits his report to Parliament. His reports include comments not only on defective budgeting and financial irregularities but also on wasteful and nugatory expenditure and inefficiency. These reports are caused to be laid before Parliament by the President in accordance with Article 151 of the Constitution.

The above accounts and the reports are printed in a series of volumes—*e.g.* Appropriation Accounts of the Posts and Telegraphs Department, Defence Department, Civil Department etc. running to hundreds of pages. With the increasing weight and variety of public expenditure, the accounts have also become more complex and too technical. It is therefore difficult, if not impossible, for Parliament to examine the accounts in detail. Besides, Parliament cannot also spare the time necessary for it. A Committee of Parliament is a more effective instrument for such a purpose; and the Committee which is entrusted with the detailed examination of accounts on behalf of Parliament is the Committee on Public Accounts.

History of the Public Accounts Committee

The first Committee on Public Accounts was set up in India in 1921 with the Montford Reforms. Introducing the motion in the Legislative Assembly for the election of the Committee, Mr. W. M. Hailey observed:

> "The Committee will call the attention of the Assembly to any case in which there is proved to be either an offence against financial rules or a waste of public money, and it will be for the Assembly, either by Resolution or by other constitutional means within their power, to put pressure on Government to take proper action in the matter. Let me add, that there is still wider field for the Committee when it gets if I may so express myself, thoroughly into its stride, it may be able to reveal cases where expenditure has been incurred on hasty or unbusinesslike lines. Those who are acquainted with the report of the Public Accounts Committee in England will be aware of the enormous influence exercised by that body in bringing pressure to bear upon Government to enforce economy in the expenditure of public moneys".

The Finance Member was the Chairman of the Committee and the secretarial assistance to the Committee was rendered by the Finance Department. The Committee examined the accounts of the year 1920-21.

The above position continued till 1950. With the coming into force of the new Constitution in 1950, the composition of the Public Accounts Committee underwent a radical change. It became a statutory Parliamentary Committee with a non-official chairman appointed by the Speaker. The secretarial functions were also taken over by the Parliament Secretariat (now Lok Sabha Secretariat). In the words of the Chairman of the first Committee 'this change has enabled the Committee to function in a free atmosphere and offer its criticism in an unrestricted manner'.

Constitution of the Committee

The Public Accounts Committee at the Centre is constituted by both the Houses of Parliament for each financial year. It consists of twenty-two Members—fifteen from Lok Sabha and seven from Rajya Sabha. Prior to 1954-55, the Committee consisted of fifteen Members who were elected by the Lok Sabha every year. With effect from 1954-55, seven Members from the Rajya Sabha have been associated with the Committee. Membership of the Committee is distributed among the Parties roughly in proportion to their strength in the House. The Committee thus represents a cross section of the House and Government will have a majority on the Committee. Nevertheless, the Members do not bring to bear their party affiliations in their examination of the accounts. The examination proceeds in a calm atmosphere uninfluenced by party considerations. Indeed the recommendations of the Committee are noted for their independence of view and criticism.

The Chairman of the Committee is appointed by the Speaker from amongst the Members of the Committee. If the Deputy Speaker is a Member of the Committee, he shall be appointed as the Chairman. So far, the Chairman of the Committee belonged to the party in power unlike in the U.K. where, by long tradition, the post is filled in by a member of the Opposition Party.

Function of the Committee

The prime function of the Committee is the examination of the accounts showing the appropriations of sums granted by Parliament for the expenditure of Government and of such other accounts laid before Parliament as the Committee may think fit. The Appropriation Accounts and the Audit Report presented by the Comptroller and Auditor-General forms mostly the basis for the examination of the Committee. In the course of its scrutiny, the Committee satisfies itself that the money recorded as spent against the grant was not larger than the amount granted by Parliament and that the grant was spent only on purposes set out in the grant and not on matters which lay outside the scope of the grant or on any new service not contemplated in the grant. The Committee's scrutiny also extends beyond the formality of expenditure to its "wisdom, faithfulness and economy". Cases involving losses, nugatory expenditure and financial irregularities come in for severe criticism by the Committee. Accounts of State Corporations like the Damodar Valley Corporation, Trading and Manufacturing Schemes, Projects, Autonomous and Semi-autonomous bodies *e.g.*, Hindustan Aircraft Ltd., Sindri Fertilisers Ltd., Indian Telephone Industries Ltd., and/or reports of the Comptroller and Auditor-General thereon also come within the purview of the Committee. Last but not least is the examination by the Committee of all cases involving excesses over voted grants or appropriations. Only after the Committee has recommended regularisation of such excesses, Government approaches Parliament for regularisation in terms of Article 115 of the Constitution.

To enable the Committee to discharge its functions effectively, it is clothed with adequate powers. It has powers to send for persons, papers and files, and to record evidence on matters coming under its cons

deration. When the working of any agreement entered into by Government with a private company or any other non-Government body comes up for examination by the Committee, it might, if deemed necessary, summon or give an opportunity to representatives of the private company or body to appear before it and tender evidence on any points arising therefrom on which it might like to have further information or the representatives desire to place before it. A verbatim record of the proceedings of the Committee is taken and kept.

The Committee is not concerned with questions of policy. What it scrutinises is the application/execution of the policy and the results. Though, as a rule, it expresses no opinion on points of general policy, it does express its considered views whether there has been extravagance or waste in carrying out a policy and/or whether the defects were inherent in the policy itself. In such cases it is really difficult to scrutinise the one without encroaching upon the other. Again, as the Committee acts as a check on unwise methods of expenditure, it calls attention to such weak points in the administration affecting the accounts or the system of control and leaving it to Government to remedy the defects. While it does not directly interfere with the Administration, it interests itself in the action taken by Government, disciplinary or otherwise, in respect of cases brought to its notice and expresses an opinion as to the adequacy of such action, with a view to seeing that the public interests are safeguarded in future and a high sense of public morality is maintained in financial matters. As regards delinquent officials, the Committee adopts an impersonal attitude as it is concerned with the system and not with the individual.

As already mentioned, the life of the Committee is only one year and a new committee is to be elected every year; yet, in practice, many of the Members continue for a period of years. This is in fact both advisable and necessary as it will ensure the presence of an experienced core of Members at any time and will facilitate efficient working by the Committee.

Public Accounts Committee at Work

Shortly after its election the Committee meets and decides on its programme of work. In view of the volume of the Appropriation Accounts, the Committee hardly finds the time to examine each of the accounts in detail; it concentrates attention on those which have formed the subject matter of comments in the report of the Comptroller and Auditor-General. When the programme is settled, the Secretary of the Committee issues notices to the Secretaries of the Ministries concerned. It is a long established convention at the Centre that the Secretary of the Ministry should normally appear before the Committee. Accompanied by senior officers of the Ministry, the Secretary, attends on the days appointed and they constitute the main witnesses. The Financial Adviser to the Ministry is also present as a witness. The Comptroller and Auditor-General is also in attendance every day for assisting the Committee in its examination. He is the "acting hand of the Committee" and "its guide, philosopher and friend". The Committee sits at the horseshoe-shaped table; at one end of the table sits the Chairman with the Secretary to the Committee on his left and the Comptroller and Auditor-General on his right; the witnesses sit at the other end.

The Committee usually conducts its examination by putting questions to the witnesses. Though not 'experts' as the witnesses, the Members, by their experience and study acquire more than a lay knowledge of the problems. Coming from different walks of life and with different ideas, the Members approach the work with an original and critical mind, the cross-examination at time being carried beyond what may be considered reasonable limits. It is against such a barrage of questions and criticisms the witnesses are required to present and argue their cases. Verily it is an exercise for them.

In the conduct of the Committee's meetings, the Chairman takes the major part. He invariably attends all the sittings; few other Members are so regular. Briefed by the Comptroller and Auditor-General and

the Secretary of the Committee, he asks questions first and puts the major points to the witnesses. It is also his job to see that members do not go beyond the scope of the examination and he rules out or discourages certain lines of questioning.

On the basis of the facts placed before it, the Committee formulates its recommendations/findings and presents them in the form of a report to Parliament. Thereafter, the report is published and receives wide publicity.

The value of all its labours would come to nothing if the work of the Committee should end with the submission of its report to Parliament. Although the Committee has no power to compel the Executive to take action on its observations its recommendations receive earnest consideration of Government. The Committee keeps a watch to see how far its recommendations have been accepted or implemented by Government. This is a continuing process. Most of the recommendations are accepted by Government and implemented. If, in certain cases, Government finds it difficult to accept a suggestion or implement a recommendation, reasons therefor are placed before the Committee for consideration. The Committee considers the matter again in the light of Government's views. Differences are normally ironed out in this manner and as far as possible, an agreement is reached. If the difference still persists, the Committee calls attention to it in its Report to Parliament for taking such action as is necessary.

The reports of the Committee are not discussed by Parliament. The Committee does not, however, suffer by reason of this. Sir Malcolm Ramsay, late Comptroller and Auditor-General of U.K., in his evidence before the Select Committee on Procedure in 1931 observed: "Without the Public Accounts Committee, I would be quite ineffective, or more ineffective than I am now. They are the sanctions on which it all depends". No Secretary likes his Ministry to figure largely in the reports of the Committee. That "the spending departments stand more in awe of the Public Accounts Committee than of the House itself probably because there is less chance of escaping its close scrutiny" is true even to-day.

It might be asked: What does this amount to except a grand *post mortem*? Will it not be better to follow the American system which seeks to close the stable door before the horse has bolted? It is needless to point out that *post mortems* have contributed in no small measure to bring medical science to its present state of efficiency. Due to historic reasons, our system of financial control has been shaped on the pattern of the system in the U.K. Accordingly the estimates are pruned by Finance before they are presented to Parliament; the Estimates Committee scrutinises the estimates in due course; the Comptroller and Auditor-General keeps a continuous watch on the ways in which the grants voted by Parliament are utilised; and the examination of the Accounts by Public Accounts Committee completes the circle of Parliamentary control over expenditure. Whether this system of control is quite adequate and efficient is a point on which opinions may differ. But such subtle method of control by means of Committees has grown gradually over the centuries in advanced democratic countries like U.K. and it is being adopted and adjusted to our conditions. Whatever might be the merits of other systems followed elsewhere, methods of control of public expenditure by Committees as are being followed by us facilitate decisions by discussions. Has not Bagehot said: "Success in administration depends on a due mixture of special and non special minds" ?

The Estimates Committee at Work

by

H.N. Trivedi

Deputy Secretary, Lok Sabha Secretariat

THERE are three wings of the Government of India: (i) Judiciary, (ii) Legislature, and (iii) Executive.

The Judiciary consists of the Supreme Court of India which is the highest court in the land with original, appellate and advisory jurisdiction and is the final interpreter of the Constitution. In order that justice may be meted out to the people without any fear and favour, judiciary is more or less completely independent of the other two wings.

The second wing, namely, the Legislature consistes of two Houses, namely, the Rajya Sabha and the Lok Sabha. It is responsible for framing the law of the land and formulating the policies in regard to the manner in which the country is to be governed.

The third wing, namely, the Executive, consists of the President as the constitutional head and the Prime Minister with his Council of Ministers as the executive head of the Government. The Prime Minister with his Council of Ministers is responsible to the Parliament for ensuring that the administration of the country is carried on in accordance with the policies laid down by the Parliament.

The Parliament has various devices for exercising proper control over the executive wing, one of the most important being the financial control. The Executive cannot normally incur expenditure without obtaining the sanction of the Parliament. Every year before the new financial year commences, the Parliament has to vote the budget which authorises the Government to incur expenditure. As the time interval between the presentation of the budget and passing the same is small it is obvious that the Parliament cannot study the budget thoroughly before sanctioning the same. During budget discussions it can only indicate and formulate certain broad policies in accordance with which the administration is to be carried on. Even otherwise, the legislative business before the Parliament throughout the year is so heavy that it cannot devote sufficient attention to a detailed scrutiny of the budget. In order, therefore, to enable the Parliament to make proper scrutiny of the expenditure that is incurred by the Government, the system of Parliamentary Committees has been evolved. The Public Accounts Committee and the Estimates Committee are two of the most important Committees of the Parliament for exercising such control.

The main function of the Public Accounts Committee is to examine the accounts showing the appropriation of sums granted by the House for the expenditure of the Government of India, the annual finance accounts of the Government of India and such other accounts laid before the House as the Committee may think fit.

In addition, there is also a Committee on Estimates for the examination of such of the estimates as may seem fit to the Committee or are specifically referred to it by the House. The Members of the Public Accounts Committee are elected by both the Houses of Parliament whereas the Members of the Committee on Estimates are elected exclusively by the Lok Sabha. Whereas the Public Accounts Committee examines the amount of the expenditure that has already been incurred by the Government, the Estimates Committee scrutinises the estimates of

the expenditure that is proposed to be incurred by the Government. The Public Accounts Committee and the Estimates Committee are thus the effective watch-dogs of the Parliament to ensure that the money sanctioned by the Parliament is spent properly and in full consonance with the broad policies laid down by the Parliament.

Genesis of the Estimates Committee

The parliamentary practice and procedure adopted in India has been considerably influenced by the practice and procedure followed in Great Britain. The devices of the Public Accounts Committee and the Estimates Committee have been adopted from the British system. In the United Kingdom the Public Accounts Committee has been in existence since 1861 whereas the Estimates Committee has been of a comparatively recent origin. In 1912 the following motion was passed in the House of Commons:

> "That a Select Committee be appointed to examine such of the Estimates presented to this House as may seem fit to the Committee and to report what, if any economies consistent with the policy implied in those Estimates, should be effected therein."

Since then the Committee has been functioning more or less regularly with the exceptions during the World War period when it was temporarily replaced by the Select Committee on National Expenditure.

In India, the Public Accounts Committee has been functioning since 1922. The Estimates Committee is, however, of a very recent origin and it was first set up on the 10th April, 1950. Since the year 1950, the Estimates Committee is elected by the Lok Sabha every year and has been functioning regularly.

Scope and Functions

The Estimates Committee consists of not more than 30 members who are elected by the Lok Sabha every year from amongst its members according to the principle of proportional representation by means of the single transferable vote. A Minister is not to be appointed as a member of the Committee. If a member, after election to the Committee, is appointed a Minister, he ceases to be a member of the Committee from the date of such appointment. The term of office of the members of the Committee is one year. The Chairman of the Committee is appointed by the Speaker from amongst the members of the Committee, provided that if the Deputy Speaker is a member of the Committee, he is appointed Chairman of the Committee. The Committee is authorised to appoint one or more sub-committees, each having the powers of the undivided Committee, to examine any matters that may be referred to them and the reports of such sub-committees shall be deemed to be the reports of the whole Committee, if they are approved at a sitting of the whole Committee. The Committee may hear officials or take other evidence connected with the estimates under examination and it is in the discretion of the Committee to treat any evidence tendered before it as secret or confidencial. The Committee may continue the examination of the estimates from time to time throughout the year and report to the House as its examination proceeds. It is not incumbent on the Committee to examine the entire estimates of any one year. The demands for grants may be finally voted not-with-standing the fact that the Committee has made no report.

The functions of the Estimates Committee are as under:—

(a) To report what economies, improvements in organisation, efficiency or administrative reform, consistent with the policy underlying the estimates, may be effected;

(b) To suggest alternative policies in order to bring about efficiency and economy in administration;

(c) To examine whether the money is well laid out within the limits of the policy implied in the estimates; and

(d) To suggest the form in which the estimates shall be presented to Parliament.

The above terms of reference would indicate that the Committee has a wide scope inasmuch as it is empowered to suggest alternative policies where it considers necessary.

Apart from the functions of the Estimates Committee indicated above which are laid down in the Rules of Procedure and Conduct of Business in the House of the People, Shri G. V. Mavalankar, the late Speaker of the Lok Sabha, who has been responsible for laying down many healthy parliamentary conventions for future guidance, had, in his address delivered at the fist meeting of the Estimates Committee on the 18th April, 1950, indicated the following as the principal objective of having these various Parliamentary Committees:—

"(1) To associate with and train as large a number of members as possible, not only in the ways in which the administration is carried on, but also to make them conversant with the various problems that Government have to meet from day to day;

(2) To exercise control on the executive so that they do not become oppressive or arbitrary;

(3) To influence the policies of Government; and

(4) To act as a liaison between the Government and the general public."

"In this view", he further added, "the members of the Committee, the Ministers at the head of the administration and the officials concerned can all be compared to a group of a happy family, members of which are going to put their heads together for solution of problems and betterment of the citizen's life in the country. Obviously, the Committee as well as the Parliament cannot do anything else than settle the policies, leaving it entirely to the executive to work out these policies in detail and execute them as best as they can. Of course, the Committees of this House will keep a watch on the execution just to satisfy themselves that such execution is within the limits of the policy laid down, and is carried on in the best manner possible. The Committees will also see whether a revision of the policy is necessary in the light of the results."

Procedure

At the beginning of each financial year, the Estimates Committee makes a selection of subjects concerning any part of the estimates of a Ministry or Ministries to be examined by them during the year under review. The Ministry or Ministries whose estimates are to be examined by the Committee are asked in writing by the Lok Sabha Secretariat to furnish necessary material in support of the estimates for the information of the Committee. The form in which the material is to be furnished to the Committee is as follows:—

"(i) The organisation of the Ministry and its attached and subordinate offices.

(The information should be shown in the form of diagram supported by short explanatory notes.)

(ii) The functions of the Ministry and its attached and subordinate offices.

(iii) Broad details on which the estimates are based.

(iv) Volume of work in the Ministry and its attached and subordinate offices covering the period of estimates and giving, for the purpose of comparison, corresponding figures of the past three years.

(v) Schemes or projects which the Ministry has undertaken.

(The name and details of the scheme, the estimates of expenditure, period within which likely to be completed, yield if any, progress made to date, should be stated.)

(vi) Actual expenditure incurred under each sub-head of the estimates during the preceding three years.

(vii) Reasons for variations, if any, between the actuals of the past years and the current estimates.

(viii) Reports, it any, issued by the Ministry on its working.

(ix) Any other information that the Committee may call for, or the Ministry may think it necessary or proper to give."

As soon as the papers are received in the Lok Sabha Secretariat they are circulated to the members who after going through the papers may frame questions on which further information is required by them.

The Estimates Committee also divides itself into sub-committees which undertake tours to make on the spot study of the various problems faced by the Ministry and its attached and subordinate offices. On the basis of the information thus collected, questionnaires are framed and sent to the Ministry or Ministries concerned for their written replies. The written replies, when received, are also circulated to the members of the Committee.

On the date or dates when the Committee decides to call the representatives of the Ministry concerned, the Secretary or head of the department and the accredited representative of the Ministry of Finance attend to furnish such information as the Committee may ask for. The Committee may also select suitable non-official witnesses to tender evidence before it on the points engaging the attention of the Committee.

The annual reports of the Ministry concerned, the special reports of *ad-hoc* Committees that might have been appointed for examining the specific problems of the Ministry, material furnished by the Ministry, the replies to the written questionnaires, the impressions during the study tours and the discussions with official and non-official witnesses form the basis on which the draft reports of the Estimates Committee are prepared. After the draft report is discussed and adopted by the Committee, a copy of that report marked as "Secret" is sent to the Ministry concerned for verification of factual details and for such action as may be necessary, a copy of the report also being supplied to the Ministry of Finance. After the factual verification of the report is completed by the Ministry concerned, it is printed and presented to the House by the Chairman of the Estimates Committee. Once the report is presented to the House, it becomes a public document and is available to all.

From the procedure indicated above, it would be seen that the Estimates Committee makes a very detailed study of the various problems connected with the Ministry whose estimates are under examination, and takes a lot of pains before framing any recommendations. The Government, therefore, attaches considerable importance to the recommendations emanating from the Estimates Committee. Then the Ministry concerned submits a statement to the Estimates Committee in due course indicating the action taken by them on the recommendations of the Committee. The Estimates Committee reviews the action taken by the Ministry concerned and submits a further report to the House on the action taken by the Ministry.

It is an education to watch the Estimates Committee at work. On the one side is arrayed the accumulated experience of the senior officers who have dedicated their life to the work under their charge. On the other side are representatives of the people—the real masters—who have no detailed expert knowledge of the subjects under discussion but who, because of their intimate contact with the people, know at first hand how the various policies and actions pursued by the Executive are affecting the common people. What emerges out of a free and frank exchange of views between these two groups is something which neither side could have evolved on its own. It is a two way traffic which benefits both the sides. The executives come to know how the people and their representatives are reacting to their various policies and actions. The legislators on the otherside also come to know the hurdles and difficulties that the administrators have to face in their day-to-day work. They, therefore, come to appreciate the problems more intimately and are able to offer constructive suggestions in stead of merely criticising the executive. The intimate knowledge of the different aspects of

administration gained by the members of the Estimates Committee thus becomes a useful training ground to the members for shouldering Ministerial responsibility as and when necessary. That a number of Ministers and Deputy Ministers have been selected from those who had been the members of the Estimates Committee is an indication that to the experience gained as members of the Estimates Committee is attached considerable importance from the point of view of learning the art of good administration.

Review of Work Done

From the time of its inception in 1950, upto 31st December, 1956, the Estimates Committee has presented 43 reports on different Ministries. The number of reports presented each year is indicated below:—

1950-51	4
1951-52	1
1952-53	Nil
1953-54	6
1954-55	5
1955-56	17
1956-57	10
(upto 31st December, 1956)	

The year 1955-56 was a momentous one. During this year the Estimates Committee made an intensive study of the estimates of the Ministry of Railways and presented as many as 15 reports on that Ministry. This will probably be an all time record as far as the number of reports on one Ministry in one annnual session of the Estimates Committee is concerned. From the statements received so far regarding the action taken on their recommendations it is seen that the majority of the recommendations made by the Estimates Committee have been accepted by the Railway Ministry. This in itself is a great tribute to the high quality of work produced by the Committee.

The most notable feature of the working of the Estimates Committee is the cordial atmosphere in which its deliberations are conducted. When the view point of the official witnesses happens to be different from that of the members of the Committee, the former are encouraged to give in detail and without hesitation the reasons for the particular view point adopted by them. There are instances where the members of the Committee have been persuaded by the force of facts and figures to accept the view point taken by the official witnesses. There are also instances where after free and frank exchange of views the official witnesses have accepted a different point of view suggested by the members of the Committee. In a number of cases the suggestions offered by the Committee have been accepted by the official witnesses on the spot across the table and have been implemented even without waiting for the presentation of the formal report by the Committee. That the high officials of the Government of India, who were identified during the pre-independence days with the British bureaucracy, should now be so susceptible to constructive suggestions emanating from a body of laymen, and that the Legislators who were formerly habituated to opposing all the official proposals should now devote considerable portion of their time for studying the actual problems that require solution and in understanding the difficulties of the permanent officials, indicates that the spirit of Parliamentary democracy is steadily permeating the governmental and Legislative spheres of activities; and, in the end, it is the spirit that counts and not the form.

Research and Reference Service in Lok Sabha Secretariat

by

A. R. Shirali

Deputy Secretary, Lok Sabha Secretariat

EXPERIENCE has shown that the average legislator has little time in the midst of his multifarious public responsibilities to the legislature and to the electorate to undertake research or to collect from available sources facts and figures germane to legislative business so as to effectively participate in debates in legislatures. The Secretariat of the legislature has an important duty to perform in this matter so as to keep the legislators not only abreast of current thought and events but also to provide them with secretarial assistance in getting at any relevant information they might require. These functions in so far as the Lok Sabha is concerned are performed by the Research and Reference Branch of the Lok Sabha Secretariat. It corresponds to the Legislative Reference Service of the U.S. Congress and the Research and Reference Divisions of the Library of the House of Commons at Westminster but is comparatively smaller in size. A brief description of these may not be out of place.

In U.S. Congress

The Legislative Reference Service in the U.S. Congress was established in 1914. Its scope and purpose are defined by law as follows:—

> "To gather, classify and make available, in translations, indices, digests, compilations, and bulletins, and otherwise data for or bearing upon legislation, and to render such data serviceable to Congress and Committees and members thereof."

The Service received Statutory recognition under the Legislative Reorganisation Act, 1946. This Act also amplified the functions of the Service which in addition to its work for members was

> "to advise and assist any Committee of either House or any Joint Committee in the analysis, appraisal, and evaluation of legislative proposals pending before it, or of recommendations submitted to Congress, by the President or any executive agency, and otherwise to assist in furnishing a basis for the proper determination of measures before the Committee and to prepare summaries and digests of public hearings before Committees of the Congress, and of Bills and resolutions of a public general nature introduced in either House."

The Legislative Reference Service has a staff of over 150 lawyers, economists, political scientists, historians, librarians, researchers and analysts. It is divided into seven sections, viz., history and general research, American Law, economics, foreign affairs, Government and Library Services. Its functions include preparation of memoranda and reports on pending bills, drafts of speeches and articles, charts and graphs, and bibliography. Among the special services rendered are a digest of public general Bills, background material for Committees and synopses of committee hearings. During the brief period of ten years the Service has become, in the words of George Galloway, "the principal research arm of the Congress."*

---

*"The Legislative Reference Service of Congress" by George B. Galloway, *Parliamentary Affairs*, Spring, 1955.

In the House of Commons

The Reference and Research Divisions of the House of Commons Library were set up immediately after the last war following the recommendations of the Select Committee on Library (1945-46) which stressed the need for equipping the Library with additional material and staff so that it would be able to provide Members of Parliament with specialist help and advice on a wide range of subjects. The Reference Division provides quick and accurate answers to members' inquiries with the help of a comprehensive collection of modern reference material. The Research Division on the other hand deals with all those inquiries which cannot be answered easily and quickly by the staff of the Reference Division. The work of the Research Division falls broadly into three categories: (i) research into matters of interest to members in anticipation of debates; (ii) individual enquiries from members and (iii) compliance with requests for information received from persons and organisations outside Parliament. In this first category of work referred to above the staff on their own initiative prepare bibliographies, memoranda, and statistical memoranda which are made available to Members of Parliament. First priority is, however, given to the second category of research work, namely the answering of individual inquiries from Members. In 1954 out of a total Library staff of 33, one-third were engaged on reference or research duties.

In Lok Sabha

Proposals to set up a Reference Division in the Secretariat of the Central Legislature (then known as Legislative Assembly Department) were made as far back as 1947. In a memorandum prepared for the use of Economy Committee (1947) the Secretary (Shri M. N. Kaul) explained at length the necessity of a Research and Reference Service in the Legislature Secretariat, as follows:—

"The next item is Reference. In this Section the staff will necessarily work out minor references made by Members. For instance, a Bill is under consideration in the House. A particular clause is under discussion or it may be that the Member had made a careful study of the Bill and he wants literature on a particular aspect which is dealt with in a particular clause of the Bill. He will refer this point to the staff in the reference section, who will immediately set to work and as they have a trained mind and technical knowledge, they will quickly be able to trace all the references and not merely heap all the books upon the Member but quickly make a short note giving the salient points in, say, about half a page and the important references which the Member can study and make up his mind as to what point of view he should take up in the House in view of the literature that has been shown to him on the subject. The advantages are too obvious and I have no doubt that all the Members of the House will very much appreciate it. It is equally obvious that for this kind of work we cannot recruit clerks or ordinary assistants but we have to recruit men with higher initial salary who will be trained under the guidance of the Librarian and in the course of a year or so ' fully conversant with the work.

"The most important part of the Library is obviously the Advanced Research Section. As H.S.* observed recently so long as Members themselves are not conversant with the details of facts which the Government Secretariat know, it is not feasible to criticise or study in proper perspective any measure which Government propose. Any criticism or suggestion without such study is more likely to fall flat as the Secretariat who instruct the Ministers are better informed on facts.

At the present moment where an important Bill, say the Damodar Valley Bill, or the Atomic Energy Bill, is brought up before the House it is preceded by a very extensive study by experts and others in the Government Departments; sometimes committees are appointed to study parti-

*H.S. stands for Honourable Speaker. The Late Shri G. V. Mavalankar held the Office of the Speaker t the time.

cular aspects of the question. In the course of the study of the problems which lead up to various Bills Government collect a lot of valuable information on the subject which remains with them and is not available to the Assembly Library for the instruction and guidance of the Members. It is, therefore, important from the point of view of members that there should be an Advanced Research Section in the Library.

As soon as Government have come to a decision that a particular measure of complicated nature is to be brought before the House and they begin to collect material on it, such material should also be passed on to the Library, or the Library may of its own accord collect material on the subject and the advanced workers should study all these points in great details. All these are technical matters and in America much importance is attached to the study made by these advanced research workers. This study is made by these research workers and is readily available in the form of brochures to Members who are interested in it. I know that it is a difficult matter to organise, but I am equally certain that it has to be organised some day under a competent and well qualified Librarian, assisted by proper staff. Unless this lacuna in the Library of the Legislature is filled up any study that is made by Members is likely to be haphazard. As H.S. is aware, a Minister has at his disposal the entire Secretariat and all the resources of Government to advise and instruct him in connection with measures and its detailed provisions and the policies and principles underlying them. So far as the Members are concerned they start with immense handicap which can only be made good in the manner which I have suggested in these notes."

In their observations regarding the staff attached to the Legislative Assembly Department, the Economy Committee made *inter alia* the following observations:—

"There are two projects which deserve consideration. These relate to the establishment of a Reference Section, and the reorientation of the Library. A 'Reference Section' on the American model will be found useful by the members of the Assembly. Amongst other items its duties will be to collect information required by members of the Legislature and to present it in a condensed form for their use."

The first two years (1950-52)—*A Formative Period*

On April 15, 1950 a small Research and Reference Section was created in the Parliament Secretariat (as the Lok Sabha Secretariat was then known) consisting of four Research Officers who were working formerly in the Secretariat of the Constituent Assembly. This was the nucleus of the present organization which consists of a staff of thirty-five including one Chief Research Officer, four Research Officers and eight Assistant Research Officers. During the first two formative years of its working the achievements of the Branch were considerable, if not spectacular. The work comprised the preparation of bibliographies on important legislative measures proposed to be brought forward by the various Ministries before Parliament, preparation of monographs on certain subjects of topical interest (*e.g.* Monograph on Colombo Plan, Monograph on Korea, Election Manual), issue of a classified list of articles (styled as the "Monthly List of Selected Articles"), preparation and issue in a cyclostyled form of abstracts of articles and book reviews ("Abstracting Service") and the issue of a digest of judgments of the Supreme and High Courts having a bearing on the articles of the Constitution. In addition, the Section prepared research notes on various socio-economic and political subjects for the use of Members of Parliament.

The third and the fourth year (1953-54)—*A Period of Steady Growth*

After the General Elections in 1952, two Houses of the Legislature were formed with a membership of 750. Alongwith other Branches of the Secretariat, the Reference

Section was called upon to shoulder increased responsibilities following the increase in the membership of the legislature. Unlike, other Branches of the Secretariat, however, the Reference Section attended to inquiries from Members of both the Houses of Parliament. During the three Sessions held during 1954, as many as 166 references were received from the Members of Parliament on subjects of economic and political interest. The issue of the "Monthly List of Selected Articles" was continued and the "Abstracting Service" made its appearance as usual during Session days.

Period of Expansion: 1955-56

Whereas 1953-54 was for the Research and Reference Branch a period of consolidation and steady growth, 1955-56 was a period of remarkable expansion of its activities. Not only were the old services for the Members like the Monthly List of Selected Articles and the Abstracting Service continued, but they were considerably strengthened. New lines of activities were taken up, new techniques of work were introduced, and for the purpose the Branch was reorganised. Whereas in the earlier periods the emphasis was more on reference work, it gradually shifted to some extent to "Research" work. Though not exactly comparable to the research work done by a University worker preparing a thesis, the research done in the Research and Reference Branch, even if not spectacular, is based on patient and exhaustive study and very often consists of studying the various exhaustive studies that have already appeared on the subject, of summarising them and of putting them in proper sequence so to enable the legislators to quickly grasp them and to reach an immediate decision on a pending problem. For this purpose the research worker also makes an intensive and continuous study of current affairs and keeps himself abreast of modern thought.

One of the means by which the Branch aims to keep the legislators informed of the current problems in various fields is the timely issue of Brochures and Information Bulletins. The movement of events is so rapid in the modern world that by the time the books are issued, they become out of date. The Research Officers, therefore, endeavour to keep themselves in touch with current events through newspapers, periodicals and other publications both official and private. The information gleaned from various sources is then put together in the form of small and handy pamphlets which are primarily meant for legislators but also have wider use, not the least being that for the research workers themselves for future reference. Where the subjects justify, brochures and information bulletins are prepared not because the information contained in them is not available elsewhere, but in order that the members may get the information available in various documents at one place in connected and more assimilable form.

According to Mr. Galloway, the specialists of the Legislative Reference Service are committed to political celibacy. Theirs is a tradition of political neutrality on the controversial issues of the day. What is true of the specialists in the Library of the U.S. Congress is also true of the research staff of the Lok Sabha Secretariat. They are seekers of truth and of facts unadulterated with personal bias or prejudice.

During the calendar years 1955 and 1956, the Research and Reference Branch brought out an many as 27 brochures and 3 information bulletins on subjects of political, social and economic interest. Mention may specially be made of the brochures on "Panchsheel", "Suez Canal", "Report on India's Administrative System by Dr. Paul H. Appleby (Comments and Reactions)", "States Reorganisation Report (Comments and Reactions)", "Press Commission Report (Comments and Reactions)", "Institutions for Industrial Finance and Development (with special reference to India)" and "Horror Comics". These publications were well received by the Press and the Public and favourable mention in respect of some of these publications was made by Members on the floor of the House. Among the latest publications of the Branch are "About Elections and Electors", "Atomic and Hydrogen Weapons (Comments and Reactions)",

and a collection of the Speeches and Writings of the late Speaker, Shri G. V. Mavalankar.

It is not generally known that the Research and Reference Branch issues, besides Brochures and Information Bulletins nine periodicals and Bibliographies on Bills and selected subjects. The pride of place among the periodicals goes of course to the Journal of Parliamentary Information, a half-yearly publication, which is perhaps the only periodical of its kind in the East. The Journal seeks to disseminate information on Parliamentary practices and procedures that are currently being evolved in various legislatures in India and abroad. Launched in April 1955 with the blessings of the President, the Vice-President and the Prime Minister, the Journal has already won the esteem of legislators and messages wishing it a success were received from eminent parliamentarians of many countries. In the Foreword to the first issue of the Journal the late Speaker, Shri Mavalankar, wrote: "I trust that the Journal of Parliamentary Information will not only be a useful record of important happenings in all legislatures in India, but will also be a forum for expression of views and opinions contributing to the evolution of the best pattern of democracy for India."

Besides the two periodicals *viz.*, the Monthly List of Selected Articles and the Abstracting Service, which were begun in the early formative period of the Branch and continued to be brought out with a changed and improved get up, six more periodicals were started during the last 2 years. These are:—

(1) *Fortnightly News Digest* (Fortnightly) containing digests of important news-items and editorial comments appearing in Indian and Foreign newspapers;

(2) *Abstracts of Reports* (Quarterly) containing synopses of reports submitted by Committees and Commissions appointed by Governments and Legislatures in India and abroad;

(3) *Atomic News Digest* (Monthly) ontaining representative news and views concerning the use of atomic energy in India and abroad;

(4) *Digest of Central Acts* (Quarterly) containing synopses of all the statutes passed by Parliament, assented to by the President and published in the Gazette of India;

(5) *Juridical Digest* (Quarterly) containing abstracts of judgments of the High Courts and the Supreme Court on cases relating to the provisions of the Constitution; and

(6) *Weekly List of Selected Articles* (Weekly) containing a classified list of important articles appearing in leading newspapers in India.

A special digest of all the important election cases that came up before the High Courts and Tribunals between the year 1951 and 1955 and on which judgments were delivered, was also issued. This alongwith the Juridical Digests was received with acclaim not only by Members but also by the general public.

Among the bibliographies on important Bills and subjects of topical interest which were prepared during 1955-56 were the Press and Registration of Books (Amendment) Bill, 1955, Copyright Bill, 1956, Bibliographies on 'China' and 'Public Administration'.

Besides the brochures and periodicals, the number of references received from Members of Parliament for supply of information on specific points and answered is an index to the assistance rendered by the Branch to the Members. During the three Sessions (12th, 13th and 14th) of the Lok Sabha, as many as 287 references were received from Members on economic, social, constitutional, legal and parliamentary subjects and every effort was made to give promptly full answere to the enquiries. The work done was appreciated and at the end of the 14th Session the Branch was specially thanked by several Members including leaders and members of opposition parties.

To keep systematically in touch with current events and views of moulders of

thought in the world, the Branch has a small Press Clipping Unit which maintains a collection of news-items on different subjects which are required for the day-to-day use of the Research staff. Almost all the important newspapers, Indian and Foreign, are received in this Unit.

During the Budget Session, 1956, Parliament adopted a new procedure for the discussion of the draft Second Five Year Plan. As a large number of Members desired to take part in the discussion of the draft Plan and as the time at the disposal of the House was not sufficient to accommodate them the Business Advisory Committee of the Lok Sabha recommended the formation of four *ad hoc* Committees with a group of subjects allocated to each, for a preliminary discussion of the Plan. These recommendations were accepted by the Lok Sabha and concurred in by the Rajya Sabha. Four *ad hoc* Committees (designated as Committee A, B, C and D), comprising Members of both the Houses of Parliament, were constituted. The Committees thus formed were expected only to express their views on the various aspects of the draft Plan and not to arrive at any decision or to pass any resolutions. These Committees met on different dates in May and July, 1956, and presented synopses of their proceedings to Parliament in July-August, 1956.

The entire Secretarial functions of these Committees were performed by the Research and Reference Branch.

Within the span of six years since its inception, the Research and Reference Branch has earned popularity both among Members and others. Requests for its published information are received not only from institutions in this country but also from many institutions abroad. There is no doubt that the Research and Reference Branch has proved its utility to the Members of Parliament as a source of competent and authoritative research, analysis of published material on a variety of subjects supported by facts and figures from variety of sources, and for their factual presentation without any conscious bias and much less any attempt to influence pending legislation.

Question Hour in Parliament

by

A.S. Rikhi

Deputy Secretary, Lok Sabha Secretariat

Significance of Questions

NOTICES of 87,675 questions were received in the Lok Sabha Secretariat during the 14 Sessions held since the present Parliament came into being in May, 1952, and of them 43,562 were asked and answered in Lok Sabha. In the year that has just ended the number of questions reached the peak figure of 22,651. These figures are impressive enough to indicate the significant place that the Question Hour has come to occupy in our parliamentary proceedings. Despite its comparatively brief history, the Question Hour in our House has developed all the characteristic features of the Mother of Parliament.

During this one hour, which is set apart daily to enable private members to ask questions before the House enters upon its legislative and other business, every aspect of administration and Government's policy, both national and international, is brought within its purview. The Government is, as it were, put on its trial and every Minister whose turn it is to answer questions has to stand up and answer for his or his administration's acts of omission and commission.

To the visitor in the galleries, the chief attraction of the Question Hour is the battle of wits, the thrust and counter thrust, the tilting and parrying, the flashes of humour, the laugh now on one side and the next instant on the other. The main question is only a signal for the fusillade of supplementaries which the Opposition shoot to draw out the Minister and trip him, if they can, into an unwary admission of facts or an assurance to take action. The mettle and parliamentary [illegible]air of a Minister are hard put to test in [illegible] tense and sometime tumultuous atmosphere and the extent to which he has a mastery of facts combined with a ready wit and is watchful of the ground he is led on to tread, he may make or mar his ministerial career.

To the Members, the Question Hour provides an unfailing opportunity to participate in the discussion of public affairs without the necessity of either having to catch the Speaker's eye or solicit the patronage of the party whip.

To the Press, the Question Hour furnishes a never-failing material for its columns and many topics discussed in the press owe their inspiration to parliamentary questions and their answers.

Far from being a source of annoyance, the Ministers see in the Question Hour their daily opportunity to explain policy or acts of their administration and many a statement of importance has been made by Ministers on national or international matters in answer to questions. It is through the Question Hour that the Government is able to quickly feel the pulse of the nation and adapt its policies and actions accordingly. Questions bring to the notice of the Ministers many an abuse which otherwise would have gone unnoticed. Sometimes questions may lead to the appointment of a commission, a court of enquiry or even legislation when matters raised have been grave enough to agitate the public mind.

Development of Question Procedure

The development of question procedure in the Indian Parliament has been intimately connected with the constitutional changes that have taken place from time to time in

the composition, functions and powers of the Legislature. With every instalment of constitutional reforms which the British Government introduced in India, the scope for asking questions in the legislature widened and the rules governing questions were accordingly added to or altered, so that the present Rules of Procedure in Lok Sabha are the result of the experience gained over years.

Categories of Questions

There are three types of questions: starred unstarred and short notice questions. When a Member wants a question to be answered orally he indicates it by an asterisk mark while giving notice. If he does not so mark his question, it receives only a written answer. A Member can have only three questions for oral answer on a day's list, though his right for written answers is free from such restriction.

Under the Rules of Procedure, a minimum of 10 days' notice is necessary for a question to be answered. But during the course of a session, occasions may arise when members might desire answers to certain questions of urgent public importance in a shorter period than 10 days. For such occasions, the Rules provide for "Short Notice Questions". In addition, Members may ask on the spot Supplementary questions arising out of replies to oral or starred questions.

As an offshoot of the Question Hour, the Rules provide for 'half-an-hour discussions' on matters arising out of a question where the subject matter is of such public importance that it needs further elucidation. A peculiar feature is that there is no formal motion before the House for voting. It provides, however, a sufficient opportunity to the Member to make a statement on the subject and the Minister concerned to give reply to it.

Features of Question Procedure in Lok Sabha

In view of the importance that the Question Hour has acquired in our parliamentary proceedings and the desire of an ever-increasing number of Members to avail themselves of the opportunities afforded by it, the Rules of Procedure in Lok Sabha have been so designed that parliamentary time is economised to the maximum extent and that as many Members of the House have opportunities to ask as many questions as possible within the limited time available.

About 95% of questions are given notice of for oral answer in Lok Sabha. A starred question may involve in reply a lengthy statement, or statistical information or just a statement of facts on a minor matter of local or parochial interest. If the Question Hour is permitted to be occupied by answers to be orally given to such questions the risk is apparent that questions on topical matters which are of genuine public importance are likely to be relegated to an insignificant place or not reached for oral answer, thereby depriving Members of the opportunity to ask supplementary questions

Unstarring of Starred Questions

Hence the Rules of Lok Sabha invest the Speaker with the discretion to direct that a question, though given notice of for oral answer, might be put down in the list of questions for written answer, if, in his opinion, the question is of such a nature that a written reply would be more appropriate.

Accordingly the Speaker has issued a Direction that questions in the name of each Member for a day should be set down in the list of question for oral answer in three rounds, a Member having not more than one question in each round. This ensures that at least one question of each Member, who has questions for a day, is answered in the first round and if there is time during the Question Hour after the first round is over, he will have his second and perhaps even the third question answered. This procedure also enables a larger number of Members to have the opportunity to ask their questions during the Question Hour.

Another procedure to economise question time is that wherever the reply to a starred question or part thereof involves a lengthy statement or information of a statistical nature, it is laid by the Minister on the Table of the House and copies thereof are made available, 15 minutes in advance of the commencement of the Question Hour, in the Parliamentary Notice Office for the perusal of Members so as to enable them to put supplementary questions based on answers so laid.

Since 1953, a practice has been introduced that when questions on the same subject are received from more than one Member, their names are clubbed. Since preference in asking supplementaries is usually given by the Speaker in the first instance to the Member whose name is shown on the question, the clubbing of names is helpful in indicating to the Speaker the Members interested in the subject matter of the question.

There is always the inherent risk in the Question Hour that if the Speaker does not control the supplementaries they may degenerate into a debate. The Speaker has, therefore, to be watchful in permitting supplementaries according to the relative importance of the subject matter of questions.

The Speaker as the guardian of the rights and privileges of the House is bound to admit questions, which bring to light abuse, injustice, discrimination and administrative inefficiency. At the same time he has to ensure that baseless questions intended only for mud-slinging are not admitted lest unfounded allegations, insinuations or inferences are given undue publicity. He has therefore to satisfy himself that there is a *prima facie* case for admitting the question and for permitting the matter to be ventilated on the Floor of the House.

There may be questions in regard to which the extent of Government's responsibility is not apparent, as our Constitution is federal in character. In such cases the constitutional position may nave to be ascertained from the Ministry.

The purpose of a question is to obtain information or press for action. Within the period of notice that the Minister is entitled to for answering questions, it may not always be possible for him to collect all the information and furnish the same to the House. In such circumstances a Minister has to state in reply that the information will be collected and laid on the Table in due course. It is also possible that where Members press for action by means of questions or supplementaries, Ministers may agree to consider a matter or give assurances, undertakings or promises in respect thereof. In the past such assurances given on the Floor lay embedded in the Debates without any watch as to whether they were fulfilled, unless interested Members of their own accord took care to pursue them by means of further questions. Once an assurance has been given in the House, it ceases to be a matter between the Member who put the question and the Minister who answered it but becomes an assurance given to the whole House.

Committee on Government Assurances

In order that implementation of such assurances might be watched, the Speaker has constituted, under the Rules, a Committee called the Committee on Government Assurances. Its function is to see that such assurances, undertakings or promises given in the House are implemented and where implemented, the implementation is satisfactory and within reasonable time. This Committee meets periodically to examine the assurances given and also the action taken thereon by Government and presents its Report to the House from time to time.

Functions of Lok Sabha Secretariat

Based on rules governing the admissibility of questions, besides numerous departmental decisions, rulings and observations of the Chair relating to questions which constitute an imposing code for guidance, the question procedure in Lok Sabha is an intricate and complicated procedure which needs utmost care and vigilance in its day

to day administration. It is in this context that the Lok Sabha Secretariat plays its unobtrusive but important role in helping the Members as well as the Ministries to facilitate the processes preliminary to the Question Hour in the House.

When a question is received in the Lok Sabha Secretariat, it is wherever necessary edited, and thereafter it is entered and numbered according as it is starred, unstarred or is a short notice question. Immediately thereafter, copies are made out and sent to the Ministries concerned so that they, on their side, might initiate action thereon.

Admissibility of Questions

The next stage in dealing with questions is to examine them from the point of view of admissibility. Here a great deal of knowledge, experience and a dependable memory are essential for those who have to deal with them. The officers and staff dealing with questions have to keep themselves abreast of events at home and abroad. Above all they should possess a profound commonsense and shrewd insight into and appreciation of events.

Repetition is a common feature of questions. Hence, a complete and comprehensive index of questions is maintained in the Question Branch of Lok Sabha Secretariat. Besides, all the information that has been received from Ministries in the past on matters raised in questions is kept handy for purposes of reference.

In spite of all the information available in the Lok Sabha Secretariat, some questions do require that further facts be ascertained before their admissibility can be considered. In such cases they are referred to Ministries for a factual statement and thereafter the questions are considered for their admissibility.

In judging the admissibility of questions the Speaker is not influenced by the consideration that they might embarrass Government, or might create an awkward situation or might not be in the public interest. By several rulings in past, the Speaker has always held that Government alone are the best judge to determine whether answer to a particular question would or would not be in the public interest and it is open to them to refuse to answer a question in the public interest. Where matters are delicate, it is for Government, through their whips, to approach the Members concerned and to explain to them why a question should not be put in the larger public interest.

After final orders are passed, the Question Branch separates the disallowed from the admitted questions. They send out day-to-day circulars indicating to the Ministries the questions which have either been disallowed or withdrawn, so that they may not proceed with further action on them.

The admitted questions are divided into starred and unstarred. The manuscript copies of questions for the starred and unstarred lists are then sent to the press and printed copies are circulated to Ministries and Members at least five days in advance of the sitting of the House, at which they are to come up for answer.

When questions are disallowed, Members are informed of the facts giving reasons therefor. Where a question is disallowed on the ground that it is not of sufficient public importance, the facts relating to the questions, as furnished by the Ministry, are communicated to the Members. If questions are admitted in a modified or revised form, Members are usually furnished advance copies thereof before they are set down on the proper paper.

When, in answer to questions, Ministers propose to lay statements on the Table or the proposed replies contain reference to earlier answers, particulars regarding such questions are put on the notice boards in the lobbies. Copies of these papers are also made available to Members before the Question Hour begins, so that they may be in a position to pursue matters by supplementaries, if they so desire, when the questions are reached for answer in the House.

Similarly, when a Minister proposes to correct by a statement an answer he had

given earlier to a question, such statements are also made available in advance to Members so that they may, if they so desire, ask questions in the House based on the revised answer.

Secretarial Services to Members

Members have to be contacted sometimes to clarify questions whose meaning may be obscure to the Ministry or Members may have to be advised to redraft their questions, if they so desire, in the light of actual facts as furnished by the Ministry. Arrangements have been made in the Parliamentary Notice Office to receive inquiries from Members in regard to their questions and arrange for their meeting with Officers, should members so desire to discuss matters concerning questions. They are also helped by Officers in the framing of questions in the correct form, in case they desire such help. These are some of the services, visible and invisible, which are rendered by officers and staff of the Lok Sabha in the disposal of the questions. Their duties are onerous, for to a Member, every questions of his is admissible and important and should appear in the printed list.

Conclusion

To conclude, the Question Hour is the very breath of Parliamentary Democracy. It gives tone and vitality to the institution and on the manner in which the question hour is utilised depends the degree of success which Democracy can achieve. One of the reasons why Parliaments in the European continent have not come up to the British standard is that the Question Hour in its fully developed form does not exist in those countries.

It is through questions in Parliament that members maintain their day-to-day contact with their constituents and the public in general, whose grievances of executive or administrative character are brought to the notice of Government. Questions enable Ministers to gauge the popular reaction to their policy and administration. The Question Hour in Parliament keeps the civil servant on his toes. It compels him to be alert and circumspect in his actions and prevents those petty injustices which are commonly associated with bureaucracy.

"Fifth freedom"

Asking of questions in Parliament is the free and unfettered right of every Member. The full right to demand information from Government is vital to the proper functioning of Parliament. Hence, the Question Hour is bound to be an indispensable part of the proceedings of a Parliament so long as Democracy endures. In fact, it has been described by an eminent British historian as "Fifth Freedom" in addition to the four freedoms popularised by President Roosevelt. It is the hour in which the citizen of a country has the closest insight into the functioning of Parliamentary Democracy, and it is the hour by which he renews daily his faith that democracy is GOVERNMENT OF THE PEOPLE, BY THE PEOPLE AND FOR THE PEOPLE.

Parliamentary Committees at Work*

LEGISLATURE in modern times transact a great deal of their business through their Committees. The employment of small committees, chosen from the Members of the House, for dealing with some of the items of business of the House, is not only convenient but is also in accordance with the established conventions of Parliament. This procedure is particularly helpful in dealing with matters which, because of their special or technical nature, are better considered in detail by a Committee of the House.

The functions of these committees include consideration and amendment of Bills, inquiries into matters which the House refers to them for investigation, scrutiny and control of Public Accounts, Estimates and Statutory Instruments, and work of an administrative character relating to the internal affairs of the House.

As in the British House of Commons, Committees in the Indian Parliament are not of overshadowing importance. They are "only auxiliaries, the mere accessories of the legislative and critical machine." Their scope or field of operation is limited as compared to that of their counterparts in some other countries, where the Committees have, to some extent, taken over the functions of the Executive. In the United States, for example, Committees of Congress formulate policy and intervene in the actions of Government. A similar system prevails in the French Chamber where by the creation of "Permanent Commission", the Chamber exercises effective control on the policy of Government.

Ad Hoc Committees

The Committees of the Lok Sabha may be classified into two broad categories *viz.*, *ad hoc* Committees and Standing Committees. The former are appointed by the House to go into specific questions and the Select Committees on Bills are probably the best known example of this type. It is in these Committees that the legislative measures are thoroughly discussed, debated and analysed and thereby not only much of the time of Parliament is saved but expert opinion and technical knowledge are also provided. Other significant instances of such Comittees appointed by the Lok Sabha are the Committees on Offices of Profit, the Railway Convention Committee, the Committees on the Draft Second Five Year Plan and the Committee to fix Hindi equivalents. If may not be out of place to mention here the work and achievements of each of these *ad hoc* Committees.

Committee on Offices of Profit

The Committee on Offices of Profit, consisting of 15 members from both Houses of Parliament, was constituted by the Speaker, in consultation with the Chairman of the Rajya Sabha, on the 21st August, 1954, to study the various matters connected with the disqualification of members under Article 102 (1) (a) of the Constitution and to make suggestions as to how the question of enacting a comprehensive law on the subject should be dealt with.

In addition to the examination of individual cases of about two hundred committees/bodies under the Central and the State Governments on which Members of Parliament were serving, the Committee also considered the general principles that should be followed for the purpose of deciding whether a particular office was an 'Office of Profit' or not.

---

*Upto the end of the 14th Session. The work of the Financial Committees during the First Parliament has been dealt with in a separate article entitled "Financial Committees at Work"

In its Report, laid on the Tables of the two Houses of Parliament on the 22nd December, 1955, the Committee recommended that Government might introduce a comprehensive Bill on the subject.

For such cases of offices as might not be incorporated in the Bill or as might come into existence in future, the Committee recommended the constitution of a Standing Parliamentary Committee for scrutiny of these cases. The opinion of this Committee on any future legislation on the subject was also to be duly considered before any legislation could be brought before Parliament.

The recommendations of the Committee are under examination by the Government with a view to their implementation.

Railway Convention Committee

A Commitee of both Houses of Parliament was set up in pursuance of a Resolution adopted by the Lok Sabha on the 12th May, 1954, and concurred in by the Rajya Sabha on the 14th May, 1954, to review the rate of dividend payable under 1949 Convention by the Railway Undertakings to the General Revenues as well as other ancillary matters in connection with the separation of Railway Finance from General Finance. The Committee consisted of 12 Members of the Lok Sabha and 6 Members of the Rajya Sabha. The Committee submitted its report to Parliament on the 30th November, 1954, which was unanimously adopted by both the Houses.

Committees on the Draft Second Five Year Plan

A new procedure was adopted by Parliament for discussion of the Draft Second Five Year Plan. As a large number of Members desired to take part in the discussion and the time at the disposal of the House was not sufficient to accommodate them, the Business Advisory Committee of the Lok Sabha decided to form a few *ad hoc* Committees for preliminary discussion of the Draft Plan. Four such committees in which members of the Rajya Sabha were also associated were formed to discuss the Plan.

The proceedings of each Committee were reported *verbatim* and a Synopsis thereof, containing a brief summary of the points and sugggestions made by the Members, was presented to Parliament.

Committee 'A', consisting of 80 members, dealt with the Policy, Outlay and Allocation of the Plan. It held three sittings. Committee 'B', dealing with the subjects of Minerals, Industries, Transport and Communications, consisted of 114 members and held seven sittings, in addition to two preliminary meetings. Committee 'C' discussed the subjects of Land Reform and Agriculture including Animal Husbandry. It consisted of 91 members and held six sittings besides one preliminary meeting. Social Services and Labour Policy, including Public Co-operation for the Plan, were discussed by Committee 'D', consisting of 79 members. Besides one preliminary meeting, the Committee held seven sittings.

In addition to Synopsis of Proceedings, *verbatim* proceedings and material supplied to the Committees were placed in the Library for reference.

Committee to Fix Hindi Equivalents for Parliamentary, Legal and Administrative Terms

The work of fixing Hindi equivalents for Parliamentary, Legal and Administrative terms was initiated by the Constituent Assembly and on its dissolution the work was transferred to the Lok Sabha Secretariat (then known as the Parliament Secretariat). About 26,000 terms were collected, out of which nearly 5,000 terms, commencing with letters 'A' to 'C', were approved by the Finalizing Committee. Owing to the preoccupation of the Members of this Committee, the work in respect of the remaining 21,000 terms could not be undertaken by it and the Committee was, therefore, dissolved in March, 1953.

On the 5th May, 1956, another Committee was appointed by the Speaker of Lok Sabha

with the concurrence of the Chairman of Rajya Sabha, to carry on the work.

The Committee consists of 38 Members from both the Houses, including its Chairman, who are conversant with Sanskrit, Hindi or other regional languages. The Committee has been asked to make a Report as early as possible, within a period of 6 months from the date of the first sitting, which was held on the 10th May, 1956.

The Committee sat from day to day for long hours but it could not finish its work within 6 months. Therefore, two extensions were granted by the Speaker, one for 3 months and the other upto the 31st March, 1957.

The Committee have so far held 108 sittings and considered and fixed Hindi equivalents for all the 21,000 terms.

The Committee has endeavoured to evolve a terminology which might be widely accepted in all parts of the country. As far as possible, it has tried to adopt Hindi equivalents which are commonly intelligible and current in Hindi usage. Where such Hindi equivalents were not available, equivalents from regional languages have been preferred if they could fit in with Hindi usage. Some words of Sanskritic origin as also English terms, which have become current in Hindi, have also been adopted.

Standing Committees*

The Standing Committees of Lok Sabha are appointed by the Speaker for the consideration of certain specific business, such as arrangement and order of Government and Private Members' Business in the House, Public Petitions, Parliamentary Privileges, Rules of Procedure, etc.

The Standing Committees are listed in the following order in terms of their functions:—

I. *Committees to enquire—*

1. Committee on Petitions ;
2. Committee of Privileges ;

II. *Committees to scrutinise—*

3. Committee on Government Assurances ;
4. Committee on Subordinate Legislation ;

III. *Committees of an administrative character relating to the business of the House—*

5. Committee on Absence of Members from the Sittings of the House;
6. Business Advisory Committee ;
7. Committee on Private Members' Bills and Resolutions ;
8. Rules Committee ;

IV. *Committees dealing with provision of facilities to Members—*

9. General Purposes Committee ;
10. House Committee ;
11. Library Committee ;
12. Joint Committee on Salaries and Allowances of Members of Parliament.

Committees to Enquire

Committee on Petitions

The right of submitting petitions to the Lok Sabha, a sovereign body, is an inherent right of the people, as it enables them to ventilate their grievances and put forth suggestions before their elected representatives. In view of a large number of petitions received, it is not possible for the House to consider each such petition. A Committee has, therefore, been constituted to examine the merits of these petitions and to make recommendations thereon to the House.

After the First Lok Sabha was convened on the 13th May, 1952, the Committee on Petitions consisting of five members was nominated by the Speaker on the 27th May, 1952. The Committee was subsequently

*With the exception of the Financial Committees (Committee on Public Accounts and the Estimates Committee) which have been dealt with separately.

reconstituted on the 18th November, 1952, and on the 7th April, 1954, the strength of the Committee was raised from five to fifteen members in order to provide adequate representation for the Government party and other groups.

During the life-time of the First Lok Sabha, the Committee held in all 23 sittings, considered 78 admitted petitions and presented eleven reports to the House, suggesting remedial measures either in a concrete form applicable to the case under review or to prevent such cases in future.

The scope of the Committee was enlarged on the 11th April, 1956, to consider also all representations, telegrams, resolutions etc., addressed either to the Speaker or the Lok Sabha Secretariat. In pursuance of this, the Committee considered from the 25th April, 1956 upto the end of the 14th Session over 350 representations from public which were not strictly speaking admissible as petitions under the Rules of Procedure of the House and directed the taking of appropriate action in each case.

Under directions of the Speaker, in cases of complaints relating to individual grievances which cannot be taken up directly for action by the Committee, the papers are forwarded for necessary action to the authorities concerned, if the Committee are convinced of the genuineness of the grievances made therein.

Committee of Privileges

The privileges of Parliament are certain rights, belonging to each House collectively and some to the members individually, which are necessary for maintaining its freedom, status and dignity. At present, the powers, privileges and immunities of each House of Parliament, and of the Members and the committees thereof are equated with those of the British House of Commons *vide* Article 105 (3) of the Constitution.

If any of these rights and immunities are disregarded or attacked by an individual or authority, the offence is called a breach of privilege and is punishable by Parliament.

Any breach of privileges of Parliament is, as a practice, referred by each House to its Committee of Privileges for a full, detailed and judicious consideration of all the issues involved so as to determine whether there has been any breach in the case referred to it and to report to the House with recommendation for action.

A question of privilege may be referred to the Committee either by the Speaker *suo motu*, or upon a motion allowed by the House.

The Committee of Privileges was first appointed by the Speaker on the 26th May, 1952, during the life of the First Parliament. Initially, only 10 members were appointed to the Committee, but the strength was increased to 15 when the Committee was reconstituted on 2nd May, 1955, so as to give adequate representation to Government Party as well as other groups.

The Deputy Speaker of Lok Sabha is the Chairman of the present Committee.

The Committee held 12 sittings and presented 4 reports to the House. In each of these cases it held that no breach of privileges had been committed.

The Committee also held 3 sittings jointly with the Committee of Privileges of the Rajya Sabha for suggesting a procedure which might be adopted for the disposal of a question of previlege raised in one House in which a member of the other House was involved. A joint report was presented to the Houses on the 23rd August, 1954 and was subsequently adopted.

Committees to Scrutinise

Committee on Government Assurances

While replying to questions in the House or during discussions on Bills, Resolutions, Motions etc., Ministers sometimes give assurances or undertakings either to consider a matter or to take action or to furnish the House fuller information later. In order to watch the implementation of such assur-

ances on behalf of Lok Sabha, a Committee on Government Assurances has been constituted by the Speaker.

The functions of the Committee are to scrutinise the assurances, promises, undertakings etc., given by Ministers from time to time on the floor of Lok Sabha and to report on the extent to which such assurances, etc. have been implemented and where implemented, whether such implementation has taken place within the minimum time necessary for the purpose.

Since the purpose and value of an assurance is lost unless it is fulfilled within a reasonable measure of time, the Committee has recommended that assurances should ordinarily be implemented within two months. Where, however, the matter is such that it requires a longer period for implementation, the circumstances are to be explained to the Committee and a time limit, within which the assurance would be implemented, by Government indicated to the Committee.

An assurance of considerable public importance which the Committee pursued to its satisfactory implementation related to certain undertakings given by the then Minister of Works, Production and Supply on the 29th September, 1951, during the course of the debate on the Delhi Premises (Requisition and Eviction) Amendment Bill, 1950. This matter was considered by the Committee at several sittings, which had also to send for representatives of the Ministries concerned to tender evidence before them in this connection. In their Second Report to Lok Sabha, the Committee made certain recommendations with regard to the implementation of these assurances. Thereafter, the Government laid on the Table of Lok Sabha on the 3rd April, 1956, a statement giving in detail the action taken by Government in regard to the implementation of these assurances.

This Committee was initially constituted by the Speaker on the 1st December, 1953. It has held 23 sittings so far and presented three Reports to Lok Sabha. The Committee consists of fifteen members.

Committee on Subordinate Legislation

Under the modern concept of State, the volume of legislative business has assumed such formidable proportion that Parliament can consider only the general principles of legislation. It is not possible for it to deliberate upon, discuss and approve every little rule or regulation which may be essential for the purpose of administering the various laws. So the rule-making power, under specific Acts, is either delegated by Parliament or is conferred, in certain matters, by the Constitution upon the Executive. But it is imperative to keep an eye over the use of this power by the Government. To this end a Committee on Subordinate Legislation has been constituted in the Lok Sabha to scrutinize and report to the House whether the powers to make regulations, rules etc., conferred by the Constitution or delegated by Parliament are being properly exercised within such delegation.

The reports of the Committee containing its recommendations on various Statutory Rules and Orders are submitted to Lok Sabha from time to time. Its recommendations may be to the effect that a rule should be annulled wholly or in part or should be amended in any respect. However, before making recommendations, the Committee usually invites clarification from or examines representatives of the Ministry concerned.

The first Committee on Subordinate Legislation was constituted with ten members by the Speaker on the 1st December, 1953. Subsequently, on 13th May, 1954, the strength of the Committee was increased to fifteen.

The Committee has so far held 25 sittings, examined 881 rules/instruments and submitted six reports to Lok Sabha.

COMMITTEES RELATING TO BUSINESS OF THE HOUSE

Committee on Absence of Members from the Sittings of the House

Under clause (4) of Article 101 of the Constitution of India, if a Member of either

House of Parliament, is, without permission of the House, absent for a period of sixty days from all meetings thereof, the House may declare his seat vacant.

All applications for leave of absence, addressed in writing to the Speaker specifying the period for which leave of absence is required and the ground for it, are referred to the Committee on Absence of Members from the Sittings of the House which was for the first time constituted on the 12th March, 1954. The Committee consists of fifteen members who hold office for one year.

In addition to the consideration of the applications for leave of absence, the Committee examines every case where a Member has been absent for a period of sixty days or more, without permission, from the sittings of the House and reports whether the absence should be condoned or circumstances of the case justify that the House should declare his seat vacant.

The Committee reports its recommendations to the House and the report is then circulated to Members. After a decision has been signified by the House in respect of any recommendation, the Member concerned is informed accordingly by the Lok Sabha Secretariat.

During the Fourteenth Session of Lok Sabha, the Committee recommended that the seat of a Member who had been absent from the sittings of the House without permission for a long period, should be declared vacant. In pursuance of this recommendation a motion to this effect was moved in Lok Sabha on the 5th December, 1956, by the Chairman of the Committee and adopted.

Since its inception, the Committee has held 21 sittings and presented 19 Reports to Lok Sabha.

Business Advisory Committee

The Parliamentary programme is generally very much crowded and it is thus necessary to plan the business of the House within the time available for discussion. A Business Advisory Committee has, therefore, been constituted in Lok Sabha to advise the House on the allocation of time for the discussion of various items of Government Business.

The function of the Committee is to recommend time that should be allotted for the discussion of the stage or stages of such Government legislative and other business as the Speaker, in consultation with the Leader of the House, may direct for being referred to the Committee. In practice, however, all items of Government business for transaction by the House are now referred to the Committee for allocation of time. In suitable cases, the Committee has the power to indicate in the proposed time table the different hours at which various stages of a Bill or other Government business shall be completed.

The Committee also, on its own initiative, recommends to the Government to bring forward particular subjects for discussion in the House and allocates time for such discussion. It was on the initiative of the Committee that discussions were held on such important subjects as Peaceful Uses of Atomic Energy, Economic Policy of Government, Press Commission Report and General Agreement on Tariffs and Trade. Questions regarding extension of sessions of Lok Sabha and fixation of sittings of the House on days on which it would not normally sit are first considered by the Committee.

The decisions reached by the Committee are always unanimous in character and representative of the collective view of the House. The Committee presents its Report to the House which by convention is adopted by the House unanimously on a motion moved by the Minister of Parliamentary Affairs. After acceptance, the motion takes effect as an Order of the House.

The Committee was first constituted on the 14th July, 1952. It consists of 15 members, including the Speaker, who is the Chairman. The Deputy Speaker is also one of its members.

The Committee generally meets at the beginning of each session and as often thereafter as may be necessary. Since its incep-

tion, the Committee has held 47 sittings and presented 47 Reports upto the end of the Fourteenth Session.

Committee on Private Members' Bills and Resolutions

The Committe on Private Members' Bills and Resolutions performs the same functions in relation to Private Members' Bills and Resolutions as the Business Advisory Committee does in regard to Government Business.

The functions of the Committee are to allot time to Private Members' Bills and Resolutions; to examine Private Members' Bills seeking to amend the Constitution before their introduction in Lok Sabha; to categorise Private Members' Bills according to their nature, urgency and importance into two categories, after they have been introduced in Lok Sabha; and to examine such Private Members' Bills where the legislative competence of the House is challenged.

The Committee was constituted for the first time on the 1st December, 1953. Prior to 13th May, 1954, the Committee consisted of only 10 members. Thereafter its strength was raised to fifteen. The Deputy Speaker is the Chairman of the Committee. Upto end of 1956, the Committee held 72 sittings and presented 67 Reports.

Rules Committee

Under Article 118 (1) of the Constitution, each House of Parliament is empowered to make rules for regulating its procedure and conduct of its business.

The Rules Committee of the Lok Sabha consists of 15 members nominated by the Speaker with the Speaker himself as the *ex-officio* Chairman. The Committee so nominated holds office until a new Committee is appointed.

The function of the Committee is "to consider matters of procedure and conduct of business in the House and to recommend any amendments or additions (to the Rules of Procedure and Conduct of Business in Lok Sabha) that may be deemed necessary."

Apart from the members of the Committee, some other members of the House are also invited to attend particular sittings of the Committee on the basis of their special interests in order to make the representative character of the Committee complete.

Till 1954, amendments to the Rules of Procedure and Conduct of Business in Lok Sabha were made by the Speaker on the recommendations of the Rules Committee. The Rules Committee, at their sitting held on the 20th September, 1954, however, decided that their recommendations should be approved by the House before any amendment to the Rules of Procedure was carried out. The new procedure was brought into force with effect from the 15th October, 1954.

During the period 1952-56, the Rules Committee held 16 sittings. In accordance with the new procedure brought into force in 1954, the Committee presented 7 reports recommending in aggregate 131 amendments to the Rules of Procedure which were approved by the House.

In their Seventh Report, laid on the Table of the House on the 21st December, 1956, the Committee recommended that the rules contained in the fourth edition of the Rules of Procedure, as amended by their Sixth and Seventh Reports, might be approved by the House under Article 118 (1) of the Constitution and a revised edition brought out. The House agreed with the Seventh Report of the Rules Committee on the 22nd December, 1956.

COMMITTEES DEALING WITH THE PROVISION OF FACILITIES TO MEMBERS

General Purposes Committee

The General Purposes Committee was constituted by the Speaker on the 26th November, 1954, consisting of 20 members, including members of Panel of Chairmen, Chairmen of Standing Parliamentary Com-

mittees, Leaders of various Parties and Groups in Lok Sabha and other important members, with the Speaker as its Chairman.

The functions of the Committee are to consider proposals and to tender advice to the Speaker on important matters especially relating to improvement and organisation of the work of the House.

The Committee held seven sittings and considered several matters including duration of sittings of the Lok Sabha, additional building requirements for the rapidly increasing Parliamentary activities, arrangements for expeditious printing of Parliamentary papers, installation of automatic voting system in Lok Sabha, and a club for members.

House Committee

For the purpose of allotment of residential accommodation and provision of other allied facilities to Members of Lok Sabha during their stay in Delhi, a House Committee has been constituted by the Speaker of Lok Sabha. The Committee also considers the requests, suggestions and complaints of Members regarding residential accommodation. Matters of common interest to the Members of both Lok Sabha and Rajya Sabha are considered by the Chairmen of the House Committees of both the Houses of Parliament at their joint sittings.

The Committee consists of twelve members and holds office for one year, after the expiry of which the Speaker nominates the Committee afresh. The representatives of the Ministries of Works, Housing and Supply, Finance, and Central Public Works Department are also invited to attend the sittings of the Committee. During the present Lok Sabha, the Committee has so far held 21 sittings.

Library Committee

The Library Committee of Parliament is an advisory body consisting of members of both the Houses. The main function of this Committee is to help Members in the use of the material available in Parliament Library and of the services of the staff provided therein. The Committee in a way acts as a liaison between the Members of Parliament and the Library. The Committee also encourages Members to make helpful and constructive suggestions for the development of the Library and its Reference Services. It advises the Speaker on all matters pertaining to the Library *e.g.* selection of books, framing of Library rules, future planning etc.

The present Committee consists of nine members—six from Lok Sabha and three from Rajya Sabha. The members from Lok Sabha are nominated by the Speaker while those from Rajya Sabha are nominated by the Chairman, Rajya Sabha. The Deputy Speaker is the Chairman of the Committee. Normally, there is one sitting of the Library Committee during each session. During the present Lok Sabha the Committee has held so far 14 sittings.

Joint Committee on Salaries and Allowances of Members of Parliament

The Salaries and Allowances of Members of Parliament are regulated under the Salaries and Allowances of Members of Parliament Act, 1954, with effect from the 1st June, 1954.

A Joint Committee on Salaries and Allowances of Members of Parliament consisting of 5 Members from Rajya Sabha and 10 Members from Lok Sabha has been constituted for regulating the payment of daily and travelling allowances under the Act and for providing Medical, Telephone and Postal facilities to Members of Parliament.

The rules framed by the Joint Committee take effect after they are approved and confirmed by the Chairman, Rajya Sabha and the Speaker, Lok Sabha, and published in the *Gazette of India*.

Since its inception, the Committee has held 13 sittings.

Financial Committees at Work

Public Accounts Committee

Activities during 1952-53

Elected on the 30th June, 1952, the Public Accounts Committee of 1952-53 held 35 sittings and examined the Appropriation Accounts (Railway), (Posts and Telegraphs) and (Civil) for 1949-50 and unfinished Accounts (Civil) for 1948-49 and Audit Reports thereon. It also examined the Reviews on the financial working of the various State Trading and Manufacturing Schemes furnished by the Ministry of Finance.

Sub-Committees were, for the first time, appointed during this financial year, for examining the following subjects :—

(i) Hirakud Dam Project.

(ii) Exchequer Control over Public Expenditure.

(iii) Import and Sale of Japanese Cloth.

(iv) Consideration of Notes/Memoranda furnished on the Appropriation Accounts (Railways), (P. & T.) and (Civil) for 1949-50 and Audit Reports thereon.

(v) Disposal of Tyres and Tubes.

The Members of the Hirakud Dam Project sub-Committee also visited the site for an on-the-spot study.

The Committee presented the following Reports to the Lok Sabha:

(1) Third Report on 'Exchequer Control over Public Expenditure'.

(2) Fourth Report on 'Import and Sale of Japanese Cloth'.

(3) Fifth Report on 'Appropriation Accounts (Railways) and (P. & T.), 1949-50'.

(4) Sixth Report on 'Hirakud Dam Project'.

(5) Seventh Report on 'Appropriation Accounts (Civil) 1949-50 and Unfinished Accounts (Civil) 1948-49'.

Expeditious Completion of Audit Reports

The Committee considered the question of delay in the presentation of Appropriation Accounts and the Audit Reports thereon and desired that the presentation of these Reports, which were in arrears, should be expedited as abnormal delay in the consideration thereof by the Committee was likely to defeat the purpose in view, especially in regard to cases involving serious irregularities, defalcations and misappropriations etc. It was accordingly decided that preliminary reports detailing such cases should be presented in advance of the final reports to enable the Committee to proceed with the examination thereof. This practice was to continue till the arrears were wiped out.

1953-54

The Committee of 1953-54 held 40 sittings and examined the following Accounts and Audit Reports thereon:—

(i) Appropriation Accounts (Defence Services) for 1949-50 and 1950-51; (Railways) for 1950-51, and (Posts and Telegraphs) for 1950-51 and Audit Reports thereon.

(ii) Champhekar Committee Report on the Mahanadi Bridge (Hirakud Dam Project).

It also appointed for detailed study the under-mentioned five sub-Committees:—

(i) Case referred to in para. 8 of the Audit Report, Defence Services, 1952—

Payments relating to settlement of cases of Court;

(ii) Fertilizer Deal;

(iii) Pashabhai Patel Implements;

(iv) Consideration of Notes/Memoranda relating to Defence Accounts 1949-50 and 1950-51; and

(v) Consideration of Notes/Memoranda relating to Railways and P. & T. Accounts, 1950-51.

The Sub-Committee appointed by the Committee on the Pashabhai Patel Implements visited the C. T. O. Workshops at Delhi and Bairagarh (Bhopal) for an on-the-spot study of the working of these implements and other ancillary problems connected with their mass-scale rehabilitation. Some Members of the Committee visited the (i) Indian Telephone Industries, Ltd., Bangalore; (ii) Hindustan Aircraft Factory, Ltd., Bangalore; (iii) Hindustan Machine Tools Factory, Ltd., Bangalore; (iv) Railway Integral Coach Factory, Perambur (Madras), (v) Calcutta Telephone Automatisation Project; (vi) Chittaranjan Locomotive Works; and (vii) Damodar Valley Corporation.

The Committee also deputed some Members to visit the various Defence Installations and Depots etc. at Bombay, Delhi and Kirkee.

During this year, the Committee presented only one Report *viz.* the Eighth Report on the Disposal of Tyres and Tubes. It, however, finalised four other Reports.

Examination of Finance Accounts of the Central Government

The question of extending the scope and functions of the Committee to the scrutiny of the Revenue side of the Accounts of the Government with particular reference to Borrowings, Public Debt etc. , which had engaged the attention of the successive Public Accounts Committees in recent years, could not be finalised due to delay in the compilation of the Finance Accounts on account of the non-settlement of the balances under various heads of account on the date of Partition which, in turn, delayed the acounts relating to the subsequent periods. To tide over this difficulty, the Committee, in consultation with the Ministry of Finance and the Comptroller and Auditor-General, decided that the Ministry of Finance should present the Accounts containing the Receipt and Debt side in a skeleton form as approved by it commencing with the accounts of the year 1951-52.

1954-55

The Committee, during 1954-55, examined Appropriation Accounts (Civil) 1950-51 and Audit Report (Civil) 1952, Parts I and II; Appropriation Accounts (P & T), (Defence Services) and (Railways) for 1951-52 and 1952-53 and Audit Reports thereon; Audit Report on the Accounts of the Damodar Valley Corporation for 1949-50; 1950-51 and 1951-52; and Accounts of the Rehabilitation Finance Administration for the periods ended the 30th June, 1953 and 31st December, 1953.

It held 51 sittings and appointed a sub-Committee to consider the action taken by the Government on the recommendations made in the Fourth Report of the Committee on the Import and Sale of Japanese Cloth.

During the year under review some Members of the Committee visited the (i) C.T.O. Workshops at Bairagarh (Bhopal), (ii) Hirakud Dam Project, (iii) Damodar Valley Project, (iv) Bhakra Nangal Project, (v) Hindustan Aircraft Ltd., Bangalore, (vi) Integral Coach Factory, Madras, (vii) Indian Telephone Industries, Ltd., Bangalore, (viii) Telephone Automatization Project, Calcutta, (ix) Chittaranjan Loco Works, (x) TELCO and (xi) Sindri Fertilizer Factory for an on-the-spot study of the working of these projects/undertakings.

The following Reports were presented by the Committee to the House:-

(1) Ninth Report on 'Appropriation Accounts (Defence) for 1949-50 and 1950-51'.

(2) Tenth Report on 'Appropriation Accounts (P & T) and (Railways) 1950-51'.

(3) Eleventh Report on 'Hirakud Dam Project'.

(4) Twelfth Report on '(i) Fertilizer Deal and (ii) Pashabhai Patel Implements'.

1955-56

During the year 1955-56, the Committee held 31 sittings and examined (i) Appropriation Accounts (Civil) for 1951-52, and Railways and Defence Services for 1953-54 and Audit Reports thereon, and Audit Report (Civil) 1954—Part I; Audit Report on the Accounts of the Damodar Valley Corporation for 1952-53 and 1953-54; and Accounts of the Delhi Road Transport Authority for the years 1950-51, 1951-52, 1952-53 and 1953-54.

Three sub-Committees were appointed to examine (i) Accounts of the Delhi Road Transport Authority (Bus Section), (ii) Statement showing action taken on the outstanding recommendations of the Committee relating to the Accounts (Civil), and (iii) Notes/Memoranda relating to Accounts (Defence).

Some Members of the Committee visited in all twenty-one undertakings or projects for an on-the -spot study of their working.

The following Reports of the Committee were presented to the Lok Sabha:-

1. Thirteenth Report on 'Appropriation Accounts (P.&T.) and (Railways) for 1951-52 and 1952-53;

2. Fourteenth Report on 'Appropriation Accoents (Defence Services) 1951-52 and 1952-53'.

3. Fifteenth Report on 'Appropriation Accounts (Civil) 1950-51 and Audit Report, 1952—Parts I and II'.

The Committee also approved the Sixteenth Report on the Appropriation Accounts (Civil) 1951-52 and Audit Report 1953 and Audit Report (Civil) 1954, Part I, on the 14th May, 1956. This Report was presented to the Lok Sabha on the 29th May, 1956.

1956-57

Upto the 31st January, 1957, the Committee of 1956-57 held 21 sittings and examined (i) Appropriation Accounts (Civil) for 1952-53 and Audit Report, 1954, Part II and Audit Report (Civil), 1955, Part I; (ii) Appropriation Accounts (P & T) for 1953-54 and Audit Report thereon and Audit Report (P & T) 1956—Part I; and (iii) Action taken by Government on the recommendations of the Committee made in its 15th Report, relating to the Industrial Finance Corporation.

Members of the Committee also visited eighteen State undertakings Projects, etc. for an on-the-spot study on their working.

The Public Accounts Committee (1956-57) considered the matter of regulation of the excesses over voted Grants, Charged appropriations by Parliament and decided that as soon as excesses in accounts relating to a year which had just closed came to notice, the Comptroller and Auditor-General of India should in advance of his main Report on the Appropriation Accounts report these excesses to Parliament in the prescribed manner. The Committtee would proceed to examine with reference to the facts of each case the circumstances leading to the excesses and present a separate report to Parliament making its recommendations on these excesses so as to enable Government to take necessary action to have the excesses regularised by Parliament in the same or the following session.

The Committee presented the following Reports to the the Lok Sabha:-

1. Seventeenth Report on 'Appropriation Accounts (Railways) for 1953-54'.

2. Eighteenth Report on 'Accounts of the Damodar Valley Corporation for the years 1952, 1953 and 1953-54';

3. Nineteenth Report on 'Appropriation Accounts (Defence Services) for 1953-54'.

4. Twentieth Report on 'Delhi Road Transport Authority (Bus Section)'.

5. Twenty-first Report on 'Excesses over Voted Grants and Charged Appropriations included in the Appropriation Accounts (Civil) for 1952-53'.

Implementation of the Recommendation of P.A.C.

Before concluding the review of the activities of the Public Accounts Committee during the quinquennial (1952-57), special mention may be made of the two procedural points relating to its working. In connection with the recommendation made by the P.A.C. in its Fourth Report on the Import and Sale of Japanese Cloth that a judicial enquiry should be held to fix the responsibility for handling this transaction which had resulted in a loss of Rs. 15 lakhs to the Public Exchequer, Government laid a statement on the Table of the House wherein it was observed that Government had decided that there was no need for a judicial enquiry as they were fully convinced that such an enquiry was not likely to bring out any fresh facts.

The Committee sought the guidance of the Speaker in the matter who directed that a circular should be sent to all the Ministries of the Government of India laying down that in cases where Government were not in a position to implement a recommendation of the P.A.C. or Estimates Committee and Government had reasons to disagree with recommendations of the Committee, the Ministry concerned should place their views before the Committee, who may if it thinks fit, present a further report to the House after considering the views of the Government in the matter.

Examination by the P.A.C. of the representatives of private companies, non-government bodies, etc.

The Speaker on the advice of the Chairman of the Financial Committees issued a directive that when the working of any agreement entered into by Government with a private company or any other non-government body came up for examination by the Public Accounts Committee/Estimates Committee, the Committee might, if it deemed fit, summon or give an opportunity to the representatives of that private company or body concerned to appear before it and tender evidence on any points arising therefrom on which it might like to have further information or the representatives might desire to place before it. The immediate case which gave rise to this matter was the agreement entered into by the Ministry of Railways with the TELCO for the manufacture and sale of locomotives and locomotive boilers which came up before the P.A.C. (1955-56).

Estimates Committees

1952-53

During the year 1952-53, the first year under the first Parliament, the Committee undertook the examination of the estimates of the Ministry of Food and Agriculture. As a part of their examination, the Committee undertook visits to research institutes and outstation offices under the control of the Ministry of Food and Agriculture for an on-the-spot-study of the subjects. Visits were also undertaken to the Central Tractor Organisation, the Indian Agricultural Research Institute and the Office of the Indian Council of Agricultural Research.

1953-54

The Estimates Committee, 1953-54, finalised and presented to the Lok Sabha their reports (namely the Sixth and Seventh) on the Ministry of Food and Agriculture which were left unfinished by the previous Committee and also presented two more

Reports, *viz.*, the Eigth Report on the Damodar Valley Corporation and the Ninth Report on the Administrative and Financial Reforms. The Eighth Report dealt with the Report of Rau Committee appointed by Government in pursuance of the recommendations made in the Fifth Report of the Estimates Committee. Before conclusion of their term, the Committee also undertook the examination of the estimates relating to the Ministry of Information and Broadcasting and part of the estimates of the Ministry of Food and Agriculture, concerning the Cattle- *cum*-Dairy Farm, Karnal, and the Indian Dairy Research Institute, Bangalore.

1954-55

The Committee for 1954-55 presented the Tenth and Eleventh Reports which had been approved by the previous Committee. It also presented one more report on the Information and Broadcasting Ministry *viz.* the Twelfth Report on the All India Radio. The Committee also examined the estimates of various national undertakings under the Ministry of Production. For this purpose a number of Sub-Committees were appointed, each allotted with a particular undertaking. They also formulated their views on the general administrative and organisational problems facing the national undertakings.

By 1955, the Estimates Committee had intensified its activities considerably. The detailed scrutiny of the offices and projects under the Ministries involved visits to the various organisations, undertaking study of a large volume of documents, examination of a number of official and non-offiical witnesses, besides keeping in touch with the various developments in governmental activity. An idea of this increased activity can be had from the fact that by June, 1955 about forty-three meetings were held, material running into 2730 pages was studied and 109 official and non-official witnesses were examined.

1955-56

The Committee for 1955-56 built very fast on the foundation laid by the previous Committees. Its output far exceeded that of the previous Committees. It started its career by presenting four reports on the Ministry of Production, previously examined by the Committee for 1954-55, namely, the Thirteenth Report relating to Sindri Fertilizers and Chemicals Ltd., Hindustan Cables Ltd., Hindustan Housing Factory Ltd., and Nahan Foundry Ltd., the Fourteenth Report relating to Hindustan Machine Tools Ltd., and Hindustan Shipyard Ltd., the Fifteenth Report relating to Coal Commissioner's Organisation and State Collieries and the Salt Organisation and the Sixteenth Report on Administration of Nationalised Industrial Undertakings. The Committee also took up the examination of three other undertakings under the Ministry of Production and submitted their Reports thereon, namely, the Twenty-Second and Twenty-Seventh Reports relating to National Instruments Factory, Calcutta and the Hindustan Antibiotics Ltd. and the Hindustan Insecticides Ltd. respectively. Simultaneously with these subjects under the Ministry of Production, the Committee also undertook the examination of the estimates relating to the Ministry of Railways. This was one of the biggest tasks undertaken by the Committee as will be evident from the following statistics:

1. Sittings held	53
2. Witnesses heard	308
3. Material studied	4000 pages

The Committee worked through a number of sub-committees which visited a number of Railway undertakings and studied problems on the spot. It also appointed a special sub-committee for the examination of the representations received from various Chambers of Commerce and other non-Government organisations in connection with Railways. The Committee presented 15 Reports on the Railways.

New Procedure

During this year, the Committee also made an innovation by examining the Railway Budget 1956-57 as soon as it was pre-

sented and submitted its report (Twenty Third Report) to the House on the 16th March, 1956. During the year, a Sub-Committee of the Estimates Committee also systematically examined the action taken by Government on the previous reports and thus made considerable progress in a task commenced in the previous year.

1956-57

The Estimates Committee for 1956-57 took up for consideration the estimates relating to the Ministries of Transport, Community Development, Communications (Air Corporations) and Defence. The examination relating to the Defence Ministry necessitated the handling of secret material and to meet the situation a special procedure was evolved and a direction was issued by the Speaker in that connection.

Action on the Committee's Recommendations

As in the previous years, a number of sub-committees functioned each concerning itself with some of the subjects under examination. A direction issued by the Speaker during the year required statements of action taken by Government on the previous reports of the Estimates Committee to be presented to the House with the Committee's comments. Accordingly, the Committee have presented three Reports to the House, namely, the 35th, 36th and 37th on the action taken by the Government on the recommendations contained in the First, Second and Third Reports respectively of the Estimates Committee. As before, a sub-committee was enagaged in the examination of the adequacy or otherwise of the action taken by Government on the earlier reports.

The Committee for 1956-57 has presented the following reports:

Thirty-Fourth Report	Ministry of Transport—Tourism.
Thirty-Fifth Report	Action taken by Government on the recommendations in the First Report.
Thirty-Sixth Report	Action taken by by Government on the recommendations in the Second Report.
Thirty-Seventh Report	Action taken by Government on the recommendations in the Third Report.
Thirty-Eighth Report	Ministry of Community Development.
Thirty-Ninth Report	Ministry of Defence—Bharat Electronics.
Fortieth Report	Ministry of Community Development.
Forty-First Report	Ministry of Communications—Air India International.
Forty-Second Report	Ministry of Community Development.
Forty-Third Report	Ministry of Communications—Indian Airlines Corporation.

The Forty-Fourth Report of the Committee on the 'Action taken by Government on the Recommendations contained in the Fourth Report' was finalised by the Committee and is to be presented to the Lok Sabha during the March session.*

*This has since been presented. Besides, the other Reports presented up to 27-3-57 are : 47th Report on Ministry of Transport (Lighthouses), 49th, 50th and 52nd Reports on Action taken by Government on the Recommendations contained in the Fifth, Eighth and Sixth Reports respectively and 51st Report on Intermediate and Minor Ports.

The Forty-Fifth Report of the Estimates Committee, the fourth and the final report on Community Project Administration was published and circulated on the 5th February, 1957, with the permission of the Speaker under Rule 379 of the Rules of Procedure and Conduct of Business in the Lok Sabha. Formal presentation of this report will be made during the next session.*

The Reports of the Committee have been hailed both by the public and the press as significant contribution towards the scrutiny of Central Government expenditure and ".....to the detection of waste and irregularities and the scope for economy, to the re-fashioning of policies and to the revision of outlook on certain fundamental principles of administration".

*This has since been presented. Besides, the other Reports presented up to 27-3-57 are : 47th Report on Ministry of Transport (Lighthouses), 49th, 50th and 52nd Reports on Action taken by Government on the Recommendations contained in the Fifth, Eighth and Sixth Reports respectively and 51st Report on Intermediate and Minor Ports.

Privileges of Parliament

Parliament enjoys certain privileges in order to maintain its freedom, its security and its dignity. These privileges or rights, either belonging to Members individually or to each House collectively, are necessary in a healthy parliamentary democracy as in their absence a legislature may find it difficult to efficiently perform its task and discharge its duties. Freedom of speech within the walls of the House, in the sense of immunity of action for anything said therein, is the most important of the rights and immunities enjoyed by the Members individually and enables them to render their service without any let or hindrance. Of the collective privileges of Parliament the most important are the power to punish for contempt and the power to regulate its own proceedings.

An attack or disregard, by any individual or authority, of any of these privileges would constitute a breach of privilege and is punishable as such under law of Parliament. The power to punish for contempt or a breach of its privileges is essential to the authority of every legislature. In the words of Sir Thomas Erskine May, the position may be summed up by saying that "The functions, privileges and disciplinary powers of a legislative body are closely connected. The privileges are the necessary complement of the functions, and the disciplinary powers of the privileges".

Position in India

The powers, privileges and immunities of Parliament and State Legislatures in India, have been defined in Articles 105 and 194 respectively, of the Constitution. Two of the privileges, namely, freedom of speech in Parliament, and immunity to a Member from action in any Court in respect of anything said or any vote given by him in Parliament or any Committee thereof, have been specifically provided for under clauses (1) and (2) of the said Articles. In other respects, the powers, privileges and immunities of each House of Parliament and State Legislatures have been equated to those obtaining in the British House of Commons, at the commencement of the Constitution, until they are defined by Parliament or the respective State Legislatures by law. No legislation in this respect has so far been passed.

Freedom of speech in Parliament does not, however, give unlimited liberty to speak anything that a Member may like. It is, so to say, bridled by the Rules framed by the House under its powers to regulate its internal procedure.

Of the powers, privileges and immunities, in regard to which our Parliament, its members and committees have been equated with the British House of Commons, the more important are:

(i) *Freedom from arrest*: This privilege protects Members from arrest in civil cases for the duration of the session and for a period of fourteen days (forty days in U.K.) before and after the session. This period holds good after a dissolution as well as after a prorogation of the House. This privilege is based on the consideration that a Member's attenadance in the House takes precedence over his other obligations. The privilege, however, is not allowed to interfere with the course of criminal justice.

(ii) *Powers to summon persons*: The House and its Committees possess the right to summon any person in the country to appear before them to give evidence, information or answer a charge. Disobedience to such an order would involve breach of its privilege.

(iii) *Powers to punish for breach of privilege*: By far the highest of the privileges of Parliament is its power to punish for contempt or breach of its privilege in the same way as Courts of record can. This power extends to all acts which constitute contempt according to law of Parliament whether committed by a member or an outsider, whether within the precincts of Parliament or outside.

(iv) *Right to regulate its internal affairs*: The House of Commons has not only the absolute right to regulate and settle its own procedure but also to decide any matter arising within its walls without interference from any judicial authority.

(v) *Right to exclude strangers*: The House has the right to secure privacy of debate and to that effect strangers from the galleries can be excluded at any time, if the House so desires.

Breach of Privilege

It would not be possible to enumerate every act which might constitute a breach of privilege, since every case has to be judged in the context of the circumstances in which it arises, and also because the power to punish for contempt is in its nature discretionary. However, it may be stated generally that " any act or omission which obstructs or impedes either House of Parliament in the performance of its functions, or which obstructs or impedes any member or officer of such House in the discharge of his duty, or which has a tendency, directly or indirectly, to produce such results may be treated as a contempt even though there is no precedent of the offence*".

The British House of Commons is the absolute and exclusive judge of its own privileges and its committals for contempt are not examinable by any Court or subject to appeal. However, this is not to say that the powers, privileges and immunities of Parliament can be indefinitely extended or enlarged. In his address to the Conference of Presiding Officers of Legislative Bodies in India, held at Rajkot on the 3rd January 1955, the late Shri G. V. Mavalankar, Speaker, Lok Sabha, pointed out that "the House of Commons does not allow the creation of any new privilege; and only such privileges are recognised as have existed by any long-time custom". Writing on the same subject, Sir Erskine May has stated that although "either House may expound the law of Parliament, and indicate its own privileges, it is agreed that no new privilege can be created".

Instances of breach of privilege may however be broadly summarised as follows:

(i) *Disrespect to any Members of the House, as such, by a non-member*: It includes attempts to molest, threaten or intimidate Members on account of their conduct in Parliament, libels on Members in relation to their parliamentary conduct, offering of a bribe to a Member etc. The acceptance of a bribe by a Member has been punished by expulsion from Parliament.

(ii) *Disrespect to the House collectively whether committed by a Member or any other*: It includes libels on the House at large, upon the Speaker, and upon Select Committees.

(iii) *Disobedience to orders of the House, or interference with its procedure, with its officers in the execution of their duty, or with witnesses in respect of evidence given before the House or a Committee*: The main breaches of privilege covered under this class are misrepresentation by the Press of the speech of a member in the House, publication of a Committee proceedings or the evidence taken before it prior to its presentation to the House, disclosure of the proceedings of a secret session, misconduct of witnesses before the House or a Committee etc.

Committee of Privileges

The Rules of Procedure of Lok Sabha assign a high priority in the order of Busi-

*May, *Parliamentary Practice*, 15th Ed. p. 109.

ness before the House to the consideration of alleged breaches of privilege. They also require that the complaint of breach of privilege should relate to a specific matter of recent occurrence, and should require the intervention of the House. Such matters must be taken up for consideration immediately after the Question Hour. A question of privilege can be raised in the House only with the consent of the Speaker which is given if he is satisfied that there is a *prima facie* case of a breach of privilege. A Committee of Privileges is constituted for dealing with issues of privilege, which may be referred to it either by Chair *suo motu* or at the instance of a Member.

Both the Government as well as the Opposition parties or groups are adequately represented on the Committee. It is the duty of the Committee to examine every question of privilege referred to it and to determine with reference to the facts of each case whether a breach of privilege is involved and, if so, the nature of the breach and the circumstances leading to it and then to make such recommendations as it may deem fit. The final decision however, rests with the House. This procedure allows for a more judicial and detailed consideration of the matter.

The Committee of Privileges have power to require the attendance of persons or the production of papers and records, relevant for the purposes of the Committee. The refusal of a witness to answer any question put by the Committee would constitute a contempt of the Committee and therefore of the House, and may be punished accordingly

Punishments

When the House adjudges a person as guilty of a breach of its privileges it may award him a punishment. The modes of punishment in the House of Commons are: admonition, reprimand and imprisonment. The power of imprisonment, technically known as commitment, is involved when the offence is serious. In the case of imprisonment by order of the House, *habeas corpus* does not lie, but the term of imprisonment does not extend beyond the prorogation or dissolution of the House.

Warrants for arrest are drawn by the Speaker on the order of the House. The civil authorities may be called upon to assist in the execution of the warrants.

In this connection, a reference may be made to the observations made by the Committee of Privileges of the British House of Commons in the "Daily Mail" case (8th April, 1948). The Committee was of the view that it would not be consistent with the dignity of the House to undertake penal proceedings for breach of privilege in respect of every defamatory statement which, strictly speaking, might constitute a contempt of Parliament. While recognising that it was the duty of Parliament to intervene in the case of attacks which might undermine public confidence in it, the Committee thought it important that, "on the one hand, the law of Parliamentary privilege should not be administered in a way which would fetter or discourage the free expression of opinion or criticism, however prejudiced or exaggerated such opinions or criticisms may be, and that, on the other hand, the processes of Parliamentary investigation should not be used in a way which would give importance to irresponsible statements.".

Press and Parliamentary Privilege

Addressing the journalists at the Southern Indian journalists Federation Press Club, Madras, on the 20th October, 1953, Shri M. N. Kaul, Secretary of Lok Sabha, referred to the vital role which Press, in a democracy, plays for the proper functioning of Parliament. In regard to the question of Parliamentary privileges *vis-a-vis* the Press, he said:—

> "It is vital that the proceedings of Parliament are presented to the people correctly through the Press, because it is only through the Press, that the reactions of the people can, as it were, be transmitted back to Parliament.
>
> "We do keep a general watch over how correspondents, who come to the Press

Gallery, report proceedings of Parliament. All that the Speaker is concerned with primarily is that they faithfully report the proceedings and at the same time uphold the dignity of Parliament.

"The idea underlying privileges of the House was that there should always be the reserve power in Parliament, emphasising its sovereignty, in the same manner in which Courts have power to punish contempt, and its authority, as the highest tribunal in the land in the sphere of legislation, should not be held to ridicule. But it does not mean that it amounted in any way to restriction of the liberty of the Press or the citizen's liberty of criticism."

Fundamental Rights and Parliamentary Privileges

The Constitution of India confers certain fundamental rights on the citizens. These rights are enforceable through the Law Courts, subject to certain limitations necessitated in the interest of security of the State, public order, decency, friendly relations with foreign States, etc.

It is sometimes contended that the privileges of Parliament must be taken to be restricted by the fundamental rights. However, at the present time the privileges of Parliament, having been expressly equated, under the Constitution, to those of the British House of Commons, are part and parcel of the Constitution. It would be difficult to say that what has been so explicitly provided in a part of the Constitution in regard to the privileges of Parliament is in any way restricted by the fundamental rights, since the provisions of the Constitution must be read as a whole.

Codification of Privileges

Under article 105(3) of the Constitution, the powers, privileges and immunities of Parliament may be defined by law. Writing on this subject, the Indian Press Commission (1954) expressed the following views:—

"It would be desirable that both Parliament or State Legislatures should define by legislation the precise powers, privileges and immunities which they possess in regard to contempt and the procedure for enforcing them. Such a law would have to be in consonance with our Constitution, and could presumably be challenged, if it appears to be in conflict with any Fundamental Right. If that happens the position would be clarified by the highest tribunal in the land. Articles 105 and 194 do contemplate enactment of such legislation and it is only during the intervening period that Parliament and the State Legislatures have been endowed with the powers, privileges and immunities of the House of Commons".

However addressing the Conference of Presiding Officers of Legislative Bodies in India, held at Rajkot on the 23rd January, 1955, the late Shri G. V. Mavalankar, Speaker Lok Sabha, observed:

"The Press Commission considered this matter purely from the point of view of the Press. Perhaps they may have felt the difficulties of the Press to be real; but from the point of view of the legislature, the question has to be looked at from a different angle. Any codification is more likely to harm the prestige and sovereignty of the legislature without any benefit being conferred on the Press. It may be argued that the Press is left in the dark as to what the privileges are. The simple reply to this is that those privileges which are extended by the Constitution to the legislature, its members etc. are equated with the privileges of the House of Commons in England. It has to be noted here that the House of Commons does not allow the creation of any new privilege; and only such privileges are recognised as have existed by long time custom. No codification therefore appears to be necessary.

Legislative Work in Retrospect*

THE record of legislative work done by the First Parliament of the Republic of India is spectacular. A large number of legislative measures ushering in great reforms in the social, economic and political fields were brought on the Statute Book during its tneure. The task before it was gigantic and the pace at which it was able to achieve it merits admiration. The number of Acts passed during the period aggregated 322 and 42·5% of the enactments related to financial subjects. While it is difficult to give even a succinct account of all the Acts passed within the compass of an article, a review of some of the major legislative measures touching on the different aspects of the life of the community is given in the following paragraphs.

Socio-Economic Policy

In consonance with the Directive Principles of State Policy as laid down in the Constitution, Parliament kept before it the objective of a socialistic pattern of society for the country. It proceeded about realising the task of raising the standard of living of the people and reducing the economic inequalities by authorising the Government greater participation in productive enterprises and by adopting fiscal measures seeking to bring about in stages greater economic equality.

One of the most important fiscal measures of the period and of great significance was the Estate Duty Act. It seeks to rectify, to a large extent, the inequalities resulting from concentration of wealth in the hands of a few persons. The duty, under the Act, is leviable on all property, both movable and immovable, except that which has been specifically exempted. Incidentally, the measure was also considered to help the States towards financing their development schemes.

Economic Measures

The question of general economic development of the country always engaged the attention of Parliament. A number of measures were passed in this connection. The development of village and small industries was considered by the legislators to bring about, *inter alia*, a more balanced and integrated rural economy. To this end, Parliament adopted Bills, *e.g.* the Khadi and other Handloom Industries. Development (Additional Excise Duty on Cloth) Bill, the Dhoties (Additional Excise Duty) Bill, Khadi and Village Industries Commission Bill which authorised the Government to support these industries by restricting the volume of production in the large sector, by differential taxation or by direct subsidies.

Industries (Development and Regulation) Act

The chief instrument for securing the development of industries was provided by the Industries (Development and Regulation) Act, which was amended by this Parliament in order to bring additional industries within the scope of the legislation. Realising that it was necessary to continue the control over capital issues in order to canalise the limited capital resources available for investment in the country in the desired fields, Parliament enacted a measure which put the principal Act on a stable footing by removing the date of expiry from its provisions. Reference may also be made in this connection to a measure of significance seeking to regulate forward trading and option in goods.

*Upto the end of 14th Session.

Decimal Coinage and Metric System

In a long list of economic measures, the decision of Parliament to introduce decimal coinage and the metric system in weights and measures stands too prominent to escape the eye.

Agricultural Produce (Development and Warehousing) Corporation Act

In regard to the development and warehousing of agricultural produce, an Act was passed by Parliament setting up a National Development and Warehousing Board—a policy-making and financing body. The Act also provided for the creation of Central and State Ware-housing Corporation to look to the long-felt need of proper storage of agricultural produce etc. and its marketing.

Nationalisation of Airlines, Imperial Bank and Life Insurance

Parliament by passing the Air Corporation Act gave its approval to the nationalization of airlines so as to provide safe, efficient and economical and properly coordinated air transport services, both internal and international.

This was followed by the nationalisation of the largest banking institution in the country.

The Life Insurance business was subsequently nationalised when Parliament passed the Life Insurance Corporation Act to ensure absolute security to the policy-holder in the matter of his life insurance protection and to spread insurance much more widely and in particular to the rural areas and to mobilise public savings effectively.

Banking Companies Act

A reference, may also be made to the amendment of the Banking Companies Act as one of the last major enactments of the First Parliament. Its importance lies in the fact that the banking companies thereby have been placed under complete surveillance of the Reserve Bank, which was deemed necessary by Parliament if the banking system was to be properly used for national economic development.

Labour Legislation

Legislation for the welfare of industrial workers always engaged the attention of Parliament. It authorized the Government, by an amendment of the parent Act, *viz.*, Employees' Provident Fund Act, to apply the provisions of the Employees Provident Fund Scheme to any factory, if it appeared to the Government that the employers and the majority of the employees had agreed that these provisions should apply to their factory. Even in the case of employees of "exempted factories", the benefits of nomination and protection against attachment of Provident Fund amounts, on prior claim on assets of an insolvent employer, were conferred.

Through another legislation, namely, the Industrial Disputes (Amendment) Act, Parliament provided for the payment of compensation to workers in the event of their lay-off or retrenchment in certain circumstances. Subsequently, the similar provisions, by another legislation, were extended to workers in plantation. Further, by amending the Factory Act Parliament prohibited the employment of women and young persons during night in factories, fixed a period of 240 days as the minimum attendance necessary during a calendar year to qualify the workers for leave with wages and provided certain fundamental safeguards and facilities for factory workers.

States Reorganisation Act

The one legislative enactment—perhaps the most momentous decision of this Parliament — which stands conspicuous by itself is the States Reorganization Act. To the credit of this Parliament goes the passing of this great measure which, together with the Constitution (Seventh Amendment) Act, effected a re-drawing of the political map of India. The reorganisation of the admi-

nistrative boundaries of India was a long-felt necessity as a demand for it was expressed by the authors of the Report of Indian Constitution Reforms as late as 1918. The measure created considerable controversy and was adopted after a prolonged debate in Parliament.

The importance of this measure lies in the fact that in the process, the number of administrative units has been reduced to 20—14 States and 6 centrally-administered units and the reorganised States now represent the homogeneity of language and culture with the exception of two States *viz.*, Bombay and Punjab, which are bilingual in character. Moreover, equal status has been granted to States and all vestiges of the hereditary rights of the individuals to rule over their fellowmen have been completely eliminated.

Social Legislation

Parliament enacted suitable legislation for the removal of discrimination against women on the ground of sex. The Hindu Marriage Act and the Hindu Succession Act were steps in that direction. The latter of these two Acts proposes to determine the heir on the secular test of consanguinity and affinity without any discrimination on the ground of sex—a feature, which, though out of tune with modern social trends and opposed to the principles accepted by our Constitution had, nevertheless, persisted till the new legislation was brought into force.

Thus, on the social plane, by far the most important achievement has been the reform of the Hindu Law effected under this Parliament, which now grants women the rights that had been denied to them for ages and recognises for the first time equality of status between the two sexes. The introduction of monogamy among Hindus, the right to divorce, claim to a share in her father's property, equality of right in the matter of adoption, these are some of the highlights of the reforms for which Parliament can take a pride of place.

Another important forward stride in social legislation was the passing of the Special Marriage Act providing for a special form of marriage which may be taken advantage of by all persons in India and by all Indian nationals in foreign countries irrespective of the faith which either party to a marriage may profess—the ceremony for the solemnisation of marriage being left to the option of the parties. Provision was also made therein for permitting persons, already married under other forms of marriage, to register their marriages under this Act and thereby avail themselves of the benefits which the Act provided.

A reference may also be made in this sphere to the Young Persons (Harmful Publication) Act which seeks to protect young persons from the harmful effects of 'horror comics'. The Act prohibits, therefore, the production in India of such a literature or any variant thereof and its circulation within the country.

Mention may also be made of two other important measures in the field of social legislation, *viz.*, the Suppression of Immoral Traffic in Women and Girls Act and the Women's and Children's Institutions (Licensing) Act. Legislation on the subject of suppression of immoral traffic did exist in a few States but the laws were neither uniform nor did they go far enough. Accordingly this Act was passed not only to secure uniformity but also make the legislation sufficiently deterrent. It extends to the whole of India and all offences therein are cognizable.

The latter Act was passed by Parliament with a view to putting an end to a large number of bogus women's institutions and orphanages existing in the country which were exploiting destitute women and children. The procurement of a licence has now been made a pre-requisite for the running of the orphanages and other institutions caring for women and children. The licence, in certain circumstances, can be revoked.

To build up good public libraries, the Delivery of Books (Public Libraries) Act was enacted requiring the publisher of every book published in India to deliver at his

own expense a copy of each book to certain specified Libraries within thirty days from the date of publication. In the field of education, the passing of the University Grants Commission Act was a land-mark. The Commission, *inter alia,* is designed to inquire into the financial needs of Universities and allocate grants to them and to take such steps as it may deem fit for the promotion and co-ordination of University education and for the determination and maintenance of standards of teaching, examination and research in Universities.

Rehabilitation

The rehabilitation of the displaced persons also received its due attention from Parliament and to that end a number of legislative measures were passed. By an amendment of the Rehabilitation Finance Administration Act, the amount payable for direct loans was substantially raised and the Administration was authorised to utilise moneys recoverable from loans for the grant of fresh loans after the maximum prescribed limit under the Act had reached. To grant further relief to displaced persons, the period of repayment of loans was also extended.

Secondly, in order to save the properties from rapid deterioration and to facilitate the rehabilitation of displaced persons from West Pakistan, a measure was passed vesting in the Government the right, title and interest of evacuees in evacuee properties in India and authorising the payment of compensation to these persons out of the properties so acquired. Moreover, the setting-up of a Displaced Persons Welfare Corporation was sanctioned for the purpose of providing educational and medical facilities and to render assistance to institutions engaged in such activities.

Public Health

Replacing all local laws on the subject, Parliament passed the Prevention of Food Adulteration Act with a view to securing a uniform law for the prevention of adulteration of foodstuffs in the various States.

For improving professional competence among medical practitioners and for promotion of medical research, Parliament thought it necessary that the country should attain self-sufficiency in post-graduate medical education. The All-India Institute of Medical Science Act provides for the establishment of a central authority for the realisation of these objectives. The Indian Medical Council Act also contains, *inter alia,* a provision for prescribing standards of post-graduate medical education.

Private Members' Bills

Among the private Members' Bills*, a special mention may be made of the Parliamentary Proceedings (Protection of Publication) Bill which was enacted into law. In view of the fact that the advantage of publicity to the community outweighs any private injury resulting from the publication of reports of proceedings of Parliament, the Bill was introduced to define by law the privilege available to such publication made in good faith. The resulting Act, therefore, provides that no person shall be liable to any proceedings, civil or criminal, in respect of the publication of a substantially true report of any proceedings of either House of Parliament, unless the publication is proved to have been made in malice.

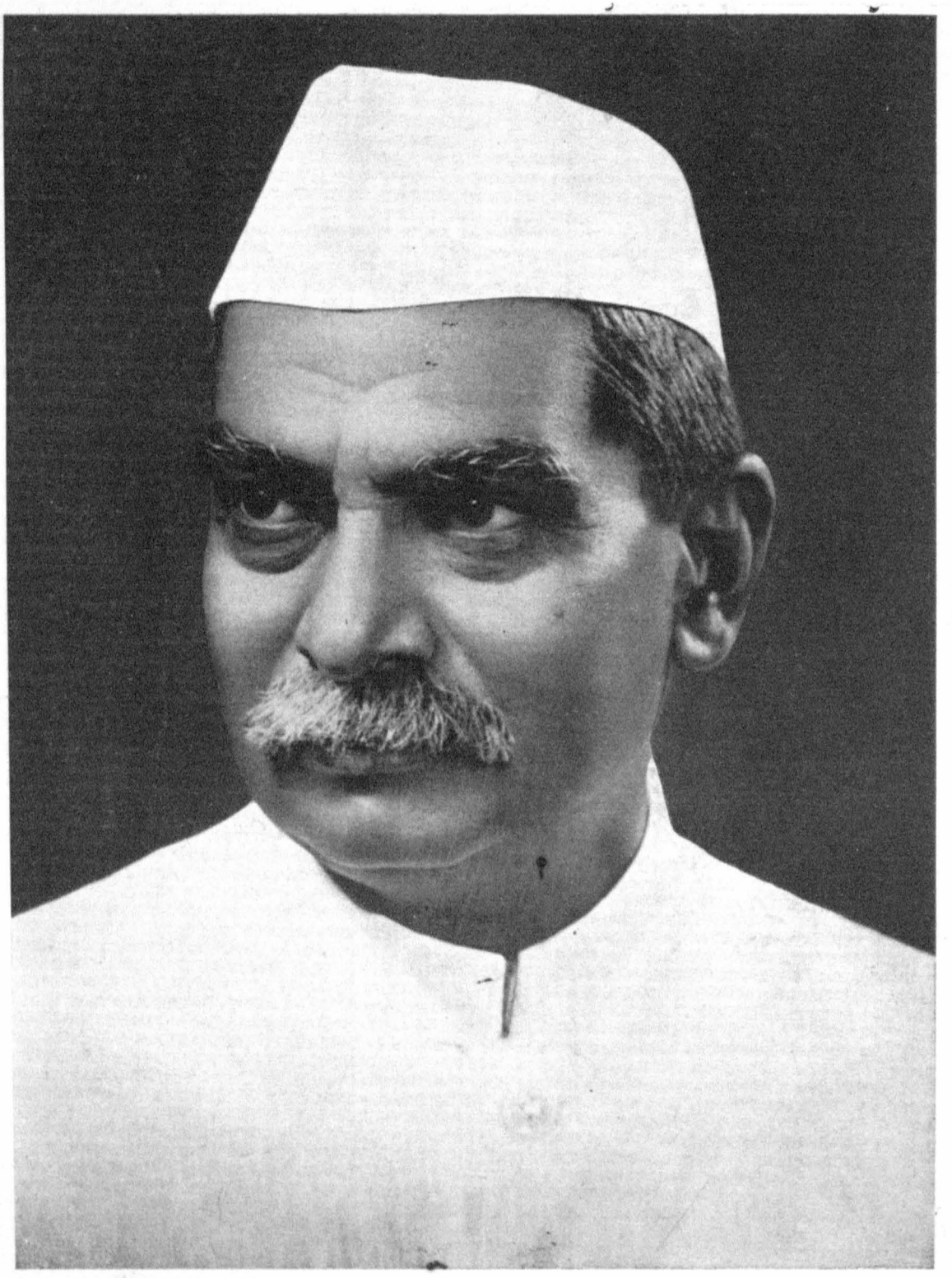
In short, Parliament steered its course towards the ideal of a Welfare State keeping in view the modern concept of democracy, and to that end endeavoured to realize an ascending order of social rights for the citizen.

*Seven Private Members' Bills were passed during First Parliament, including the Women's and Children's Institutions (Licensing) Bill referred to under the heading 'Social Legislation'.

ILLUSTRATIONS

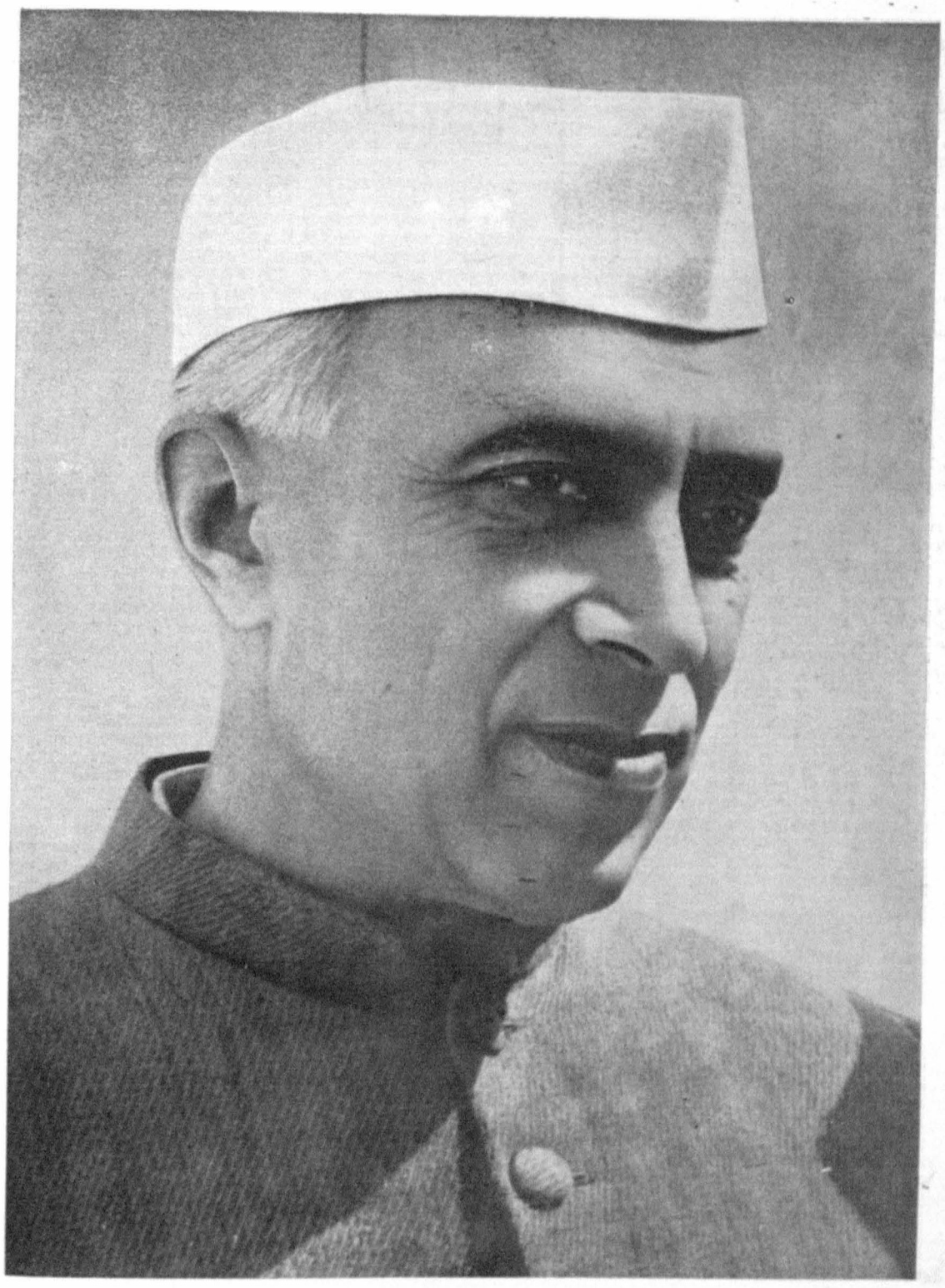
PARLIAMENT HOUSE : *A View from Outside*

Plate : 1



RASHTRAPATI DR. RAJENDRA PRASAD

Plate : 2

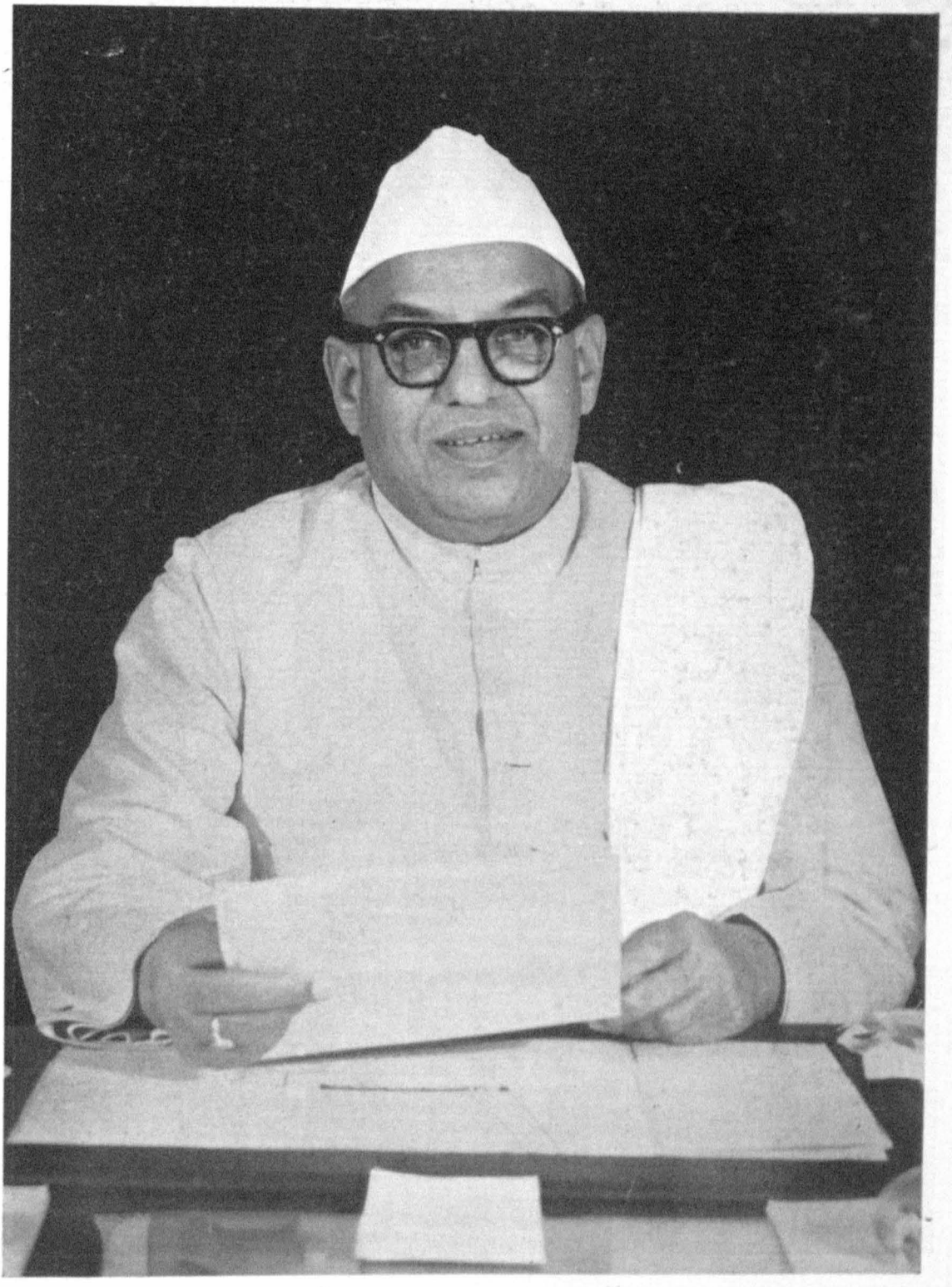


PRIME MINISTER SHRI JAWAHARLAL NEHRU

Plate : 3

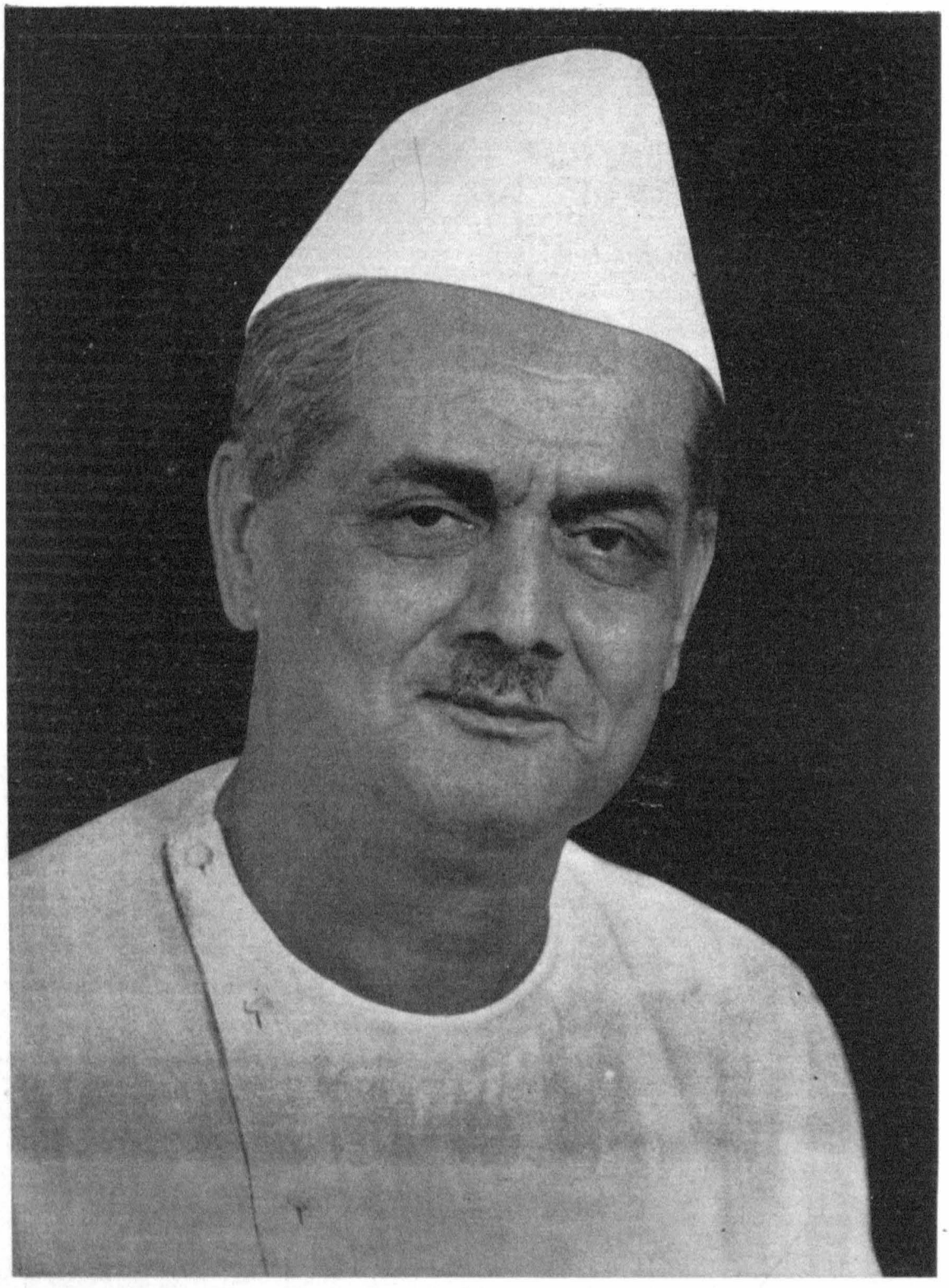
DR. S. RADHAKRISHNAN,
Vice-President and Chairman, Rajya Sabha

Plate : 4



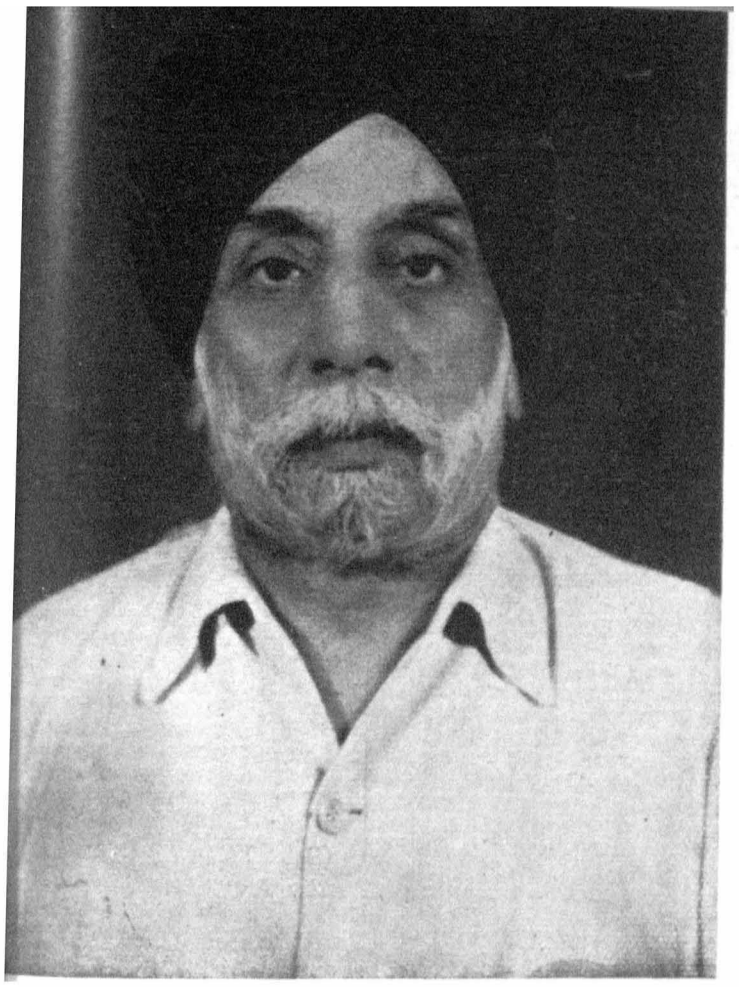
SHRI M. ANANTHASAYANAM AYYANGAR,
Speaker, Lok Sabha

Plate : 5



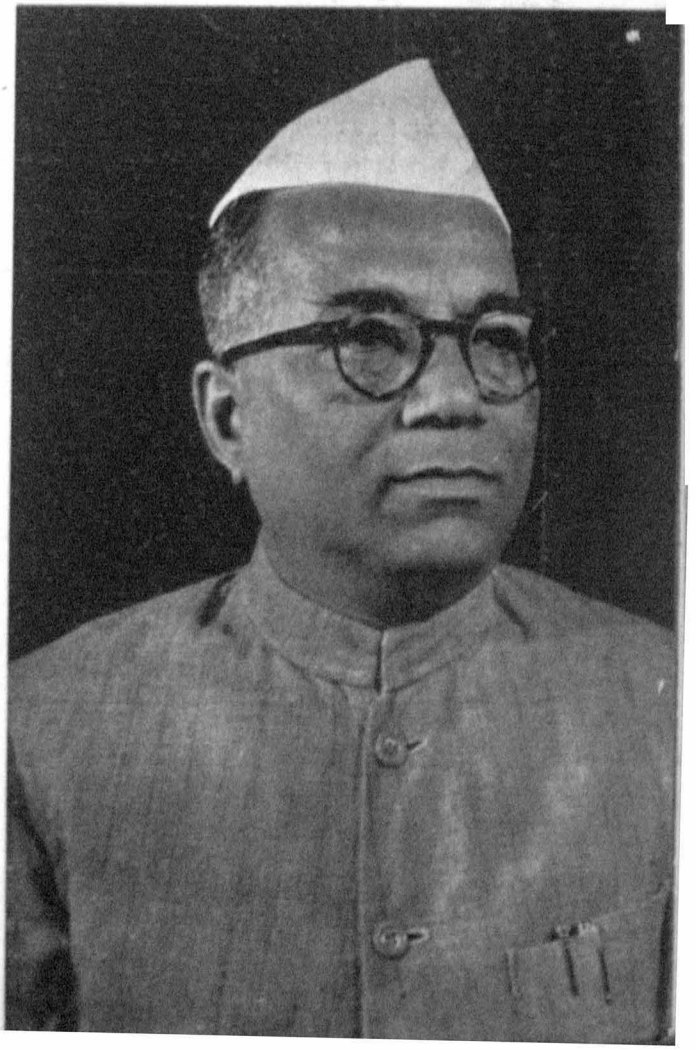
The Late Speaker, SHRI G. V. MAVALANKAR
[From May 13, 1952 to Feb. 27, 1956]

Plate : 6



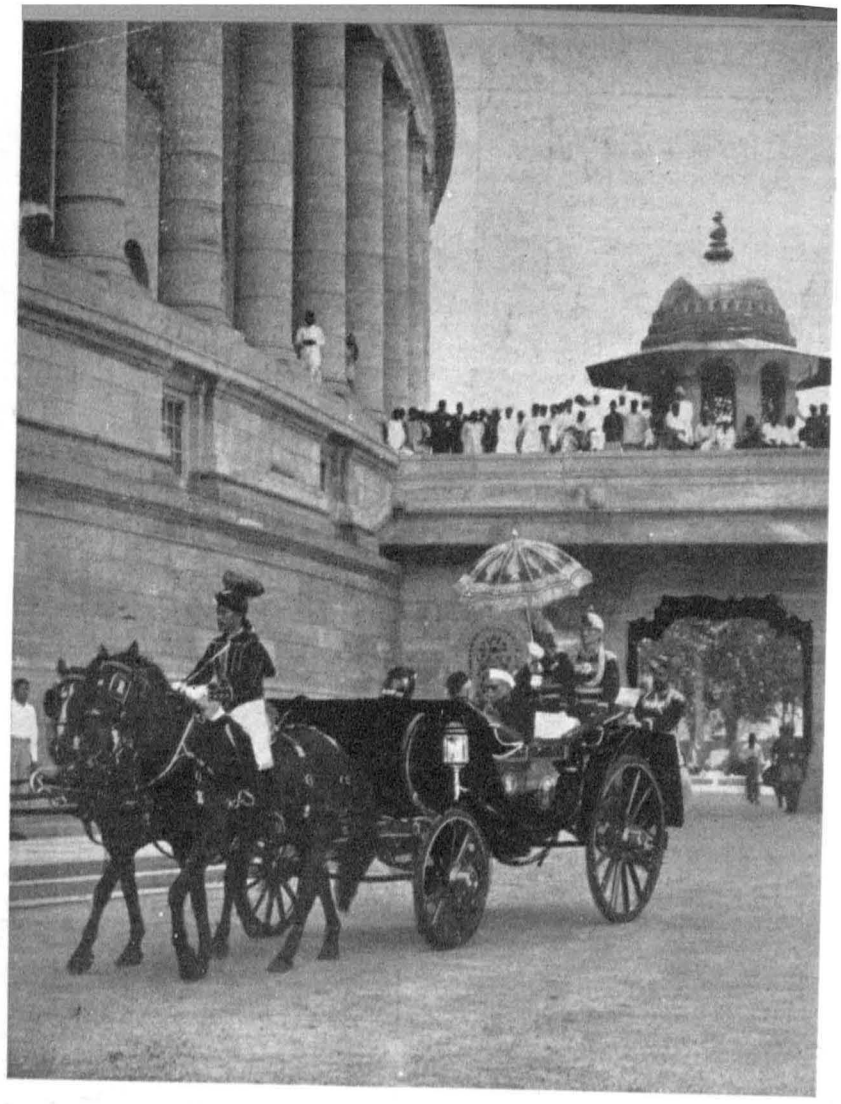
(*Left*) SARDAR HUKAM SINGH,
Deputy Speaker, Lok Sabha

Plate : 7



(*Right*) SHRI S. V. KRISHNAMOORTHY RAO,
Deputy Chairman, Rajya Sabha

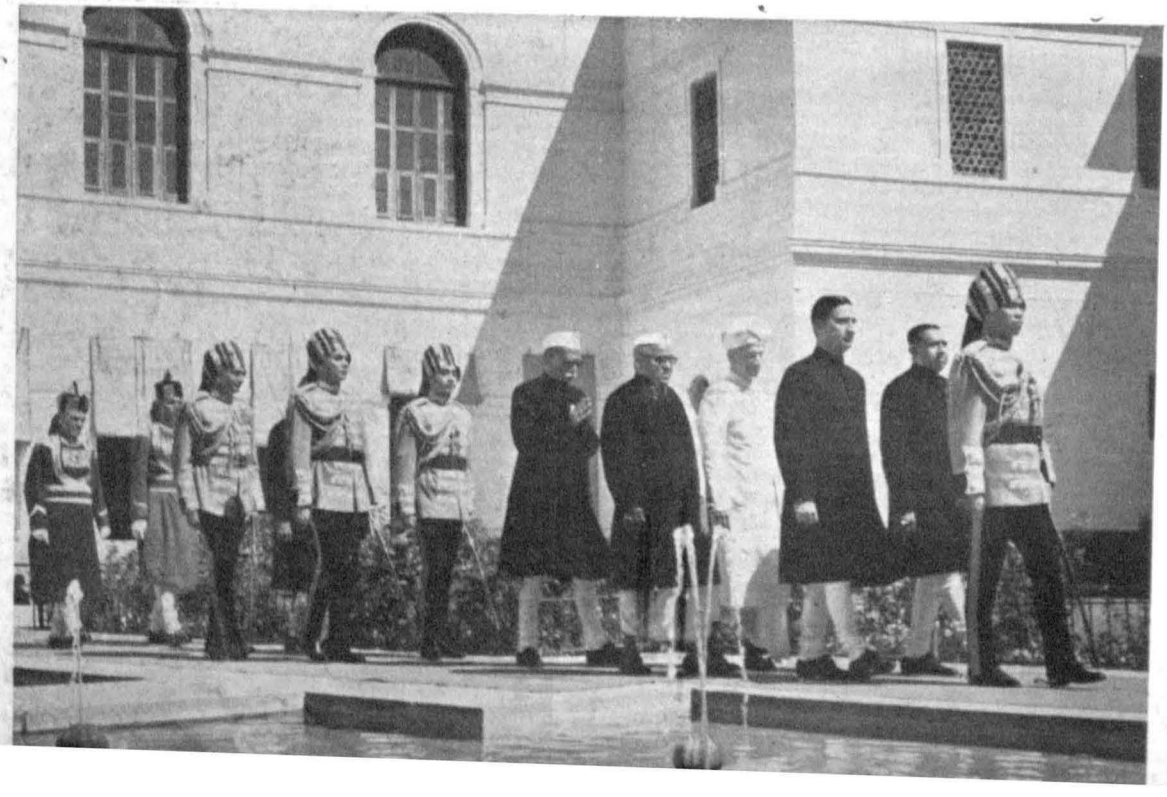
Plate : 8



(Left)
The President arriving in State at the Parliament House to deliver his address [18.3.57]

(Below)
The President being conducted in a ceremonial procession after arrival [18.3.57]

Plate 9



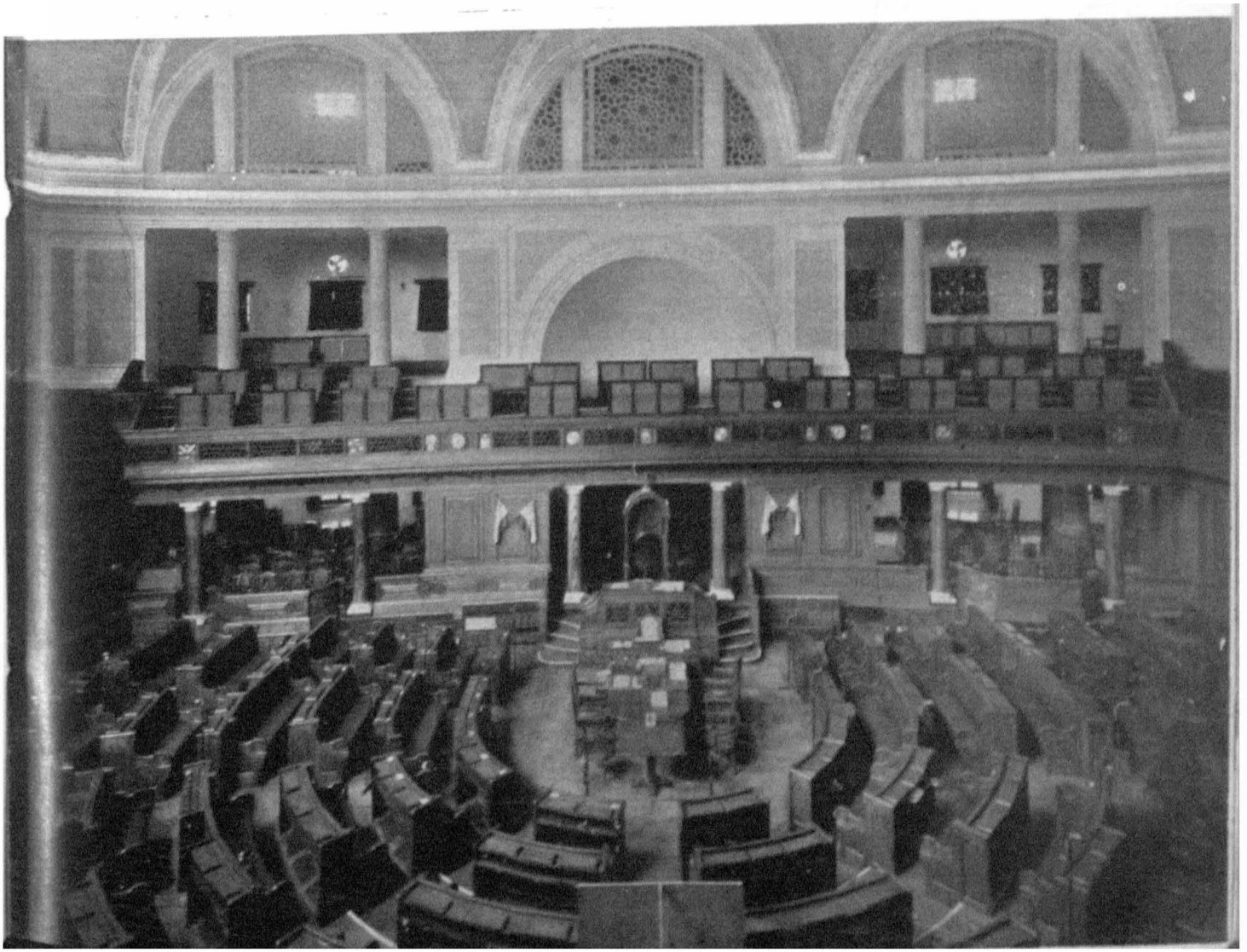
Plate

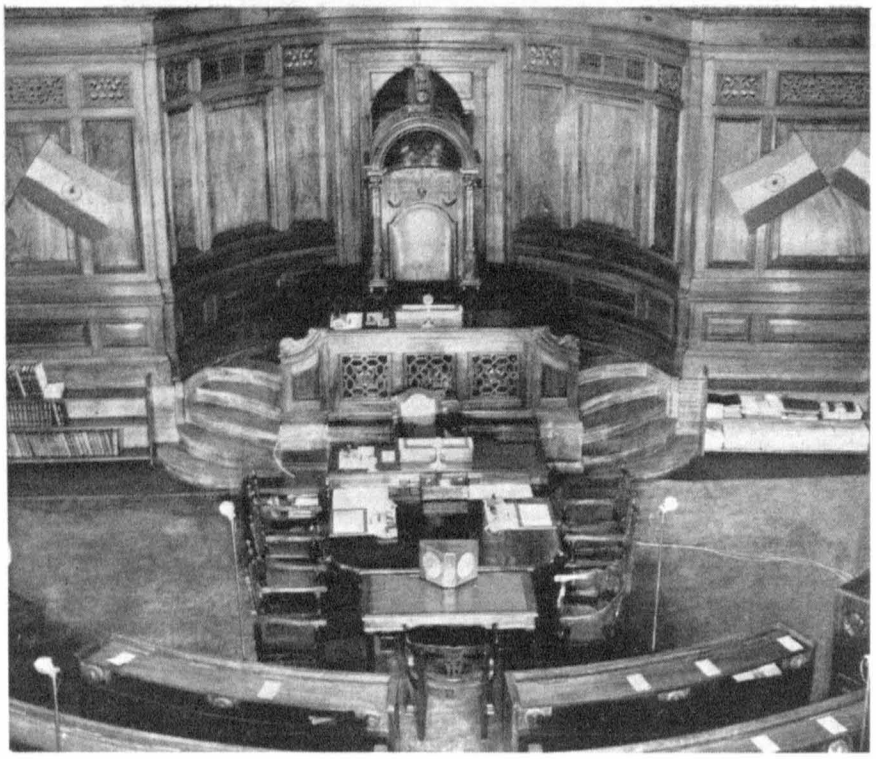
(Left)
A Near View of Speaker's Chair

(Below)
Lok Sabha Chamber

Plate : 11

Plate : 12





e : 13

The Chair of the Chairman in the Rajya Sabha Chamber

Seating Arrangements in the Rajya Sabha Chamber

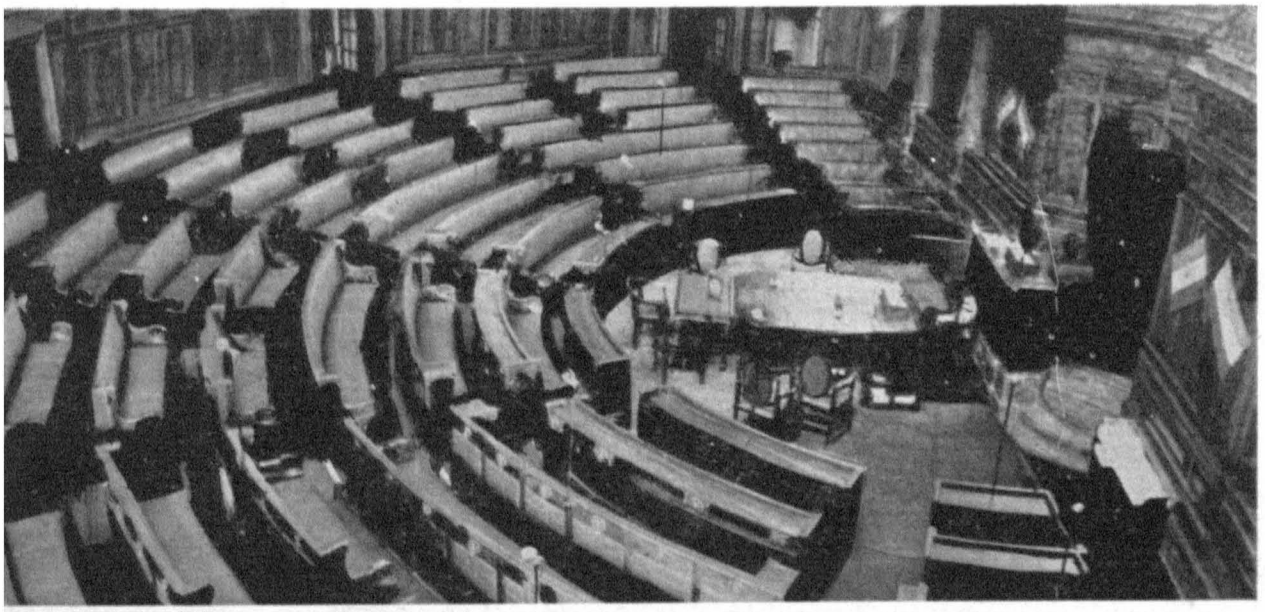
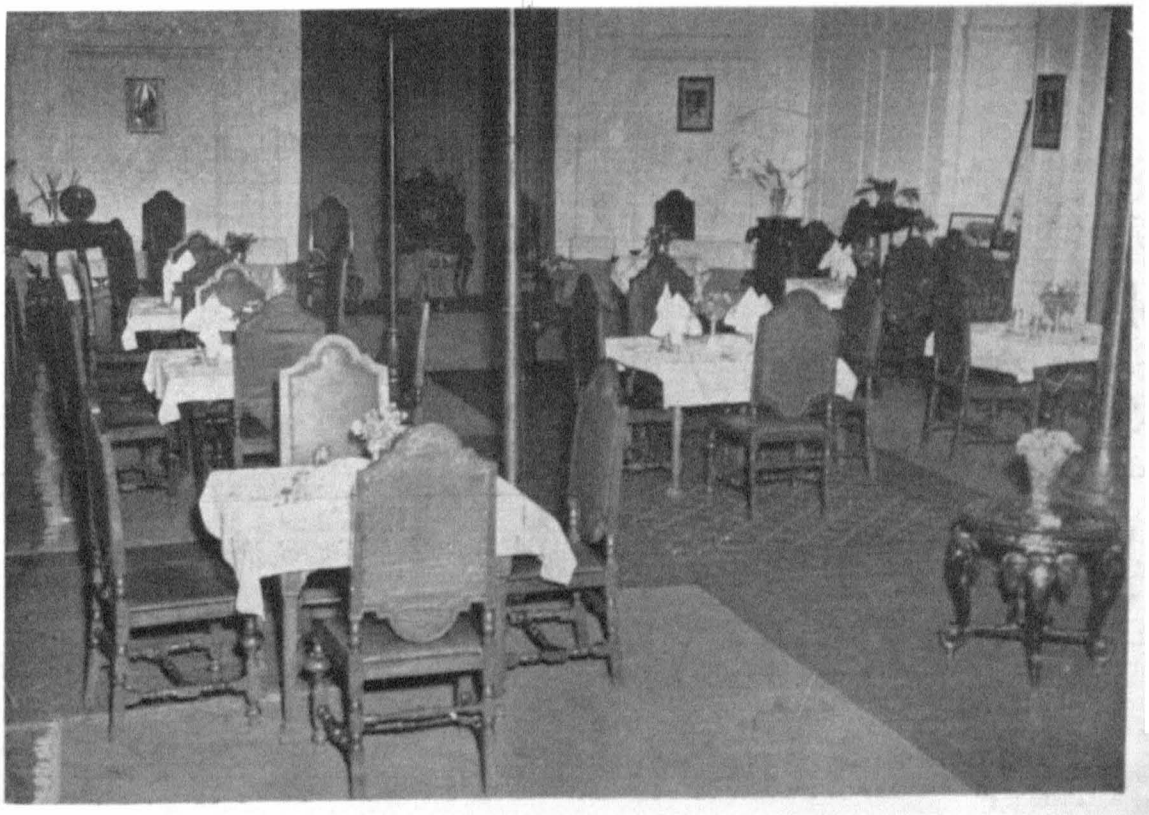


Plate : 14

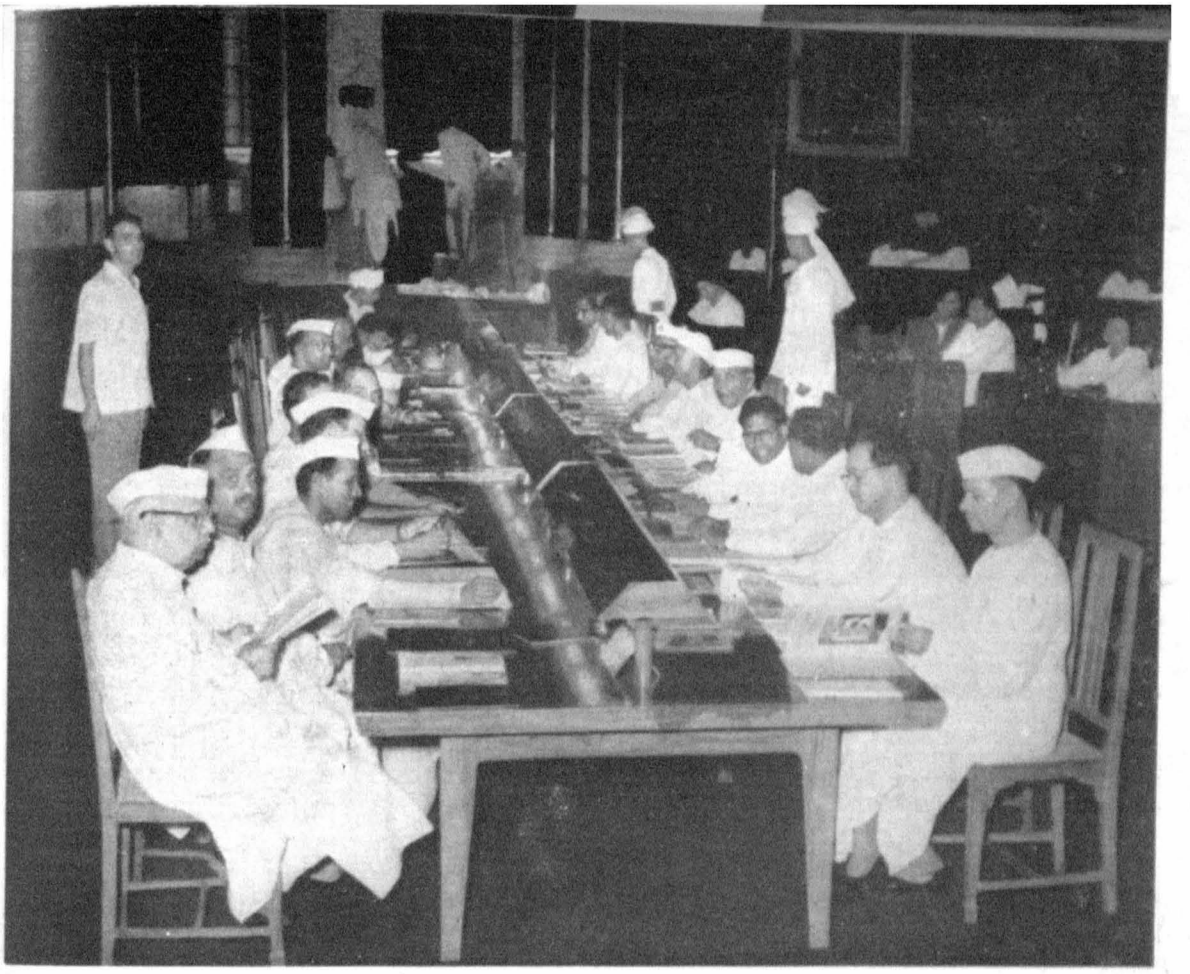
Lady M.P.'s Retiring Room

Plate 15



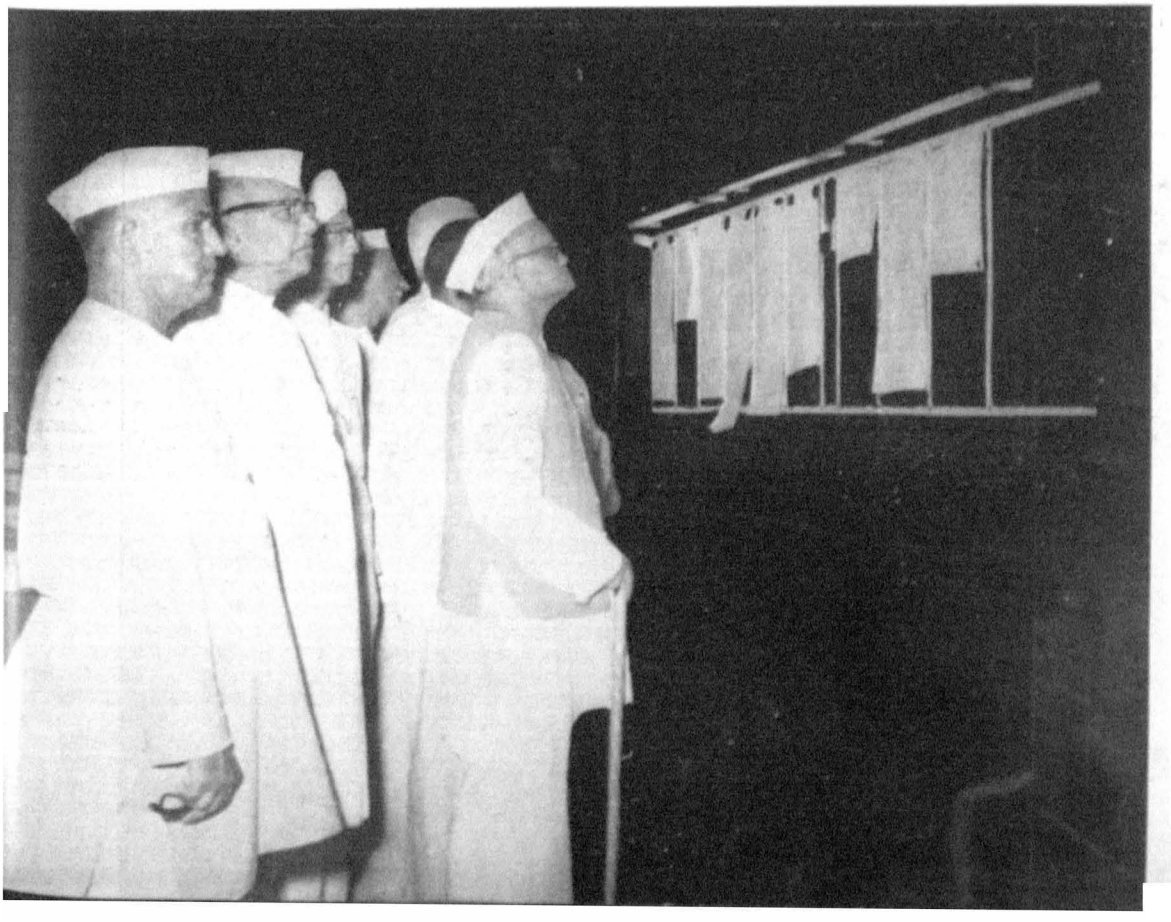
Members' Refreshment Room Plate : 16

A View of the Central Hall



Members at the Reading Table in the Central Hall

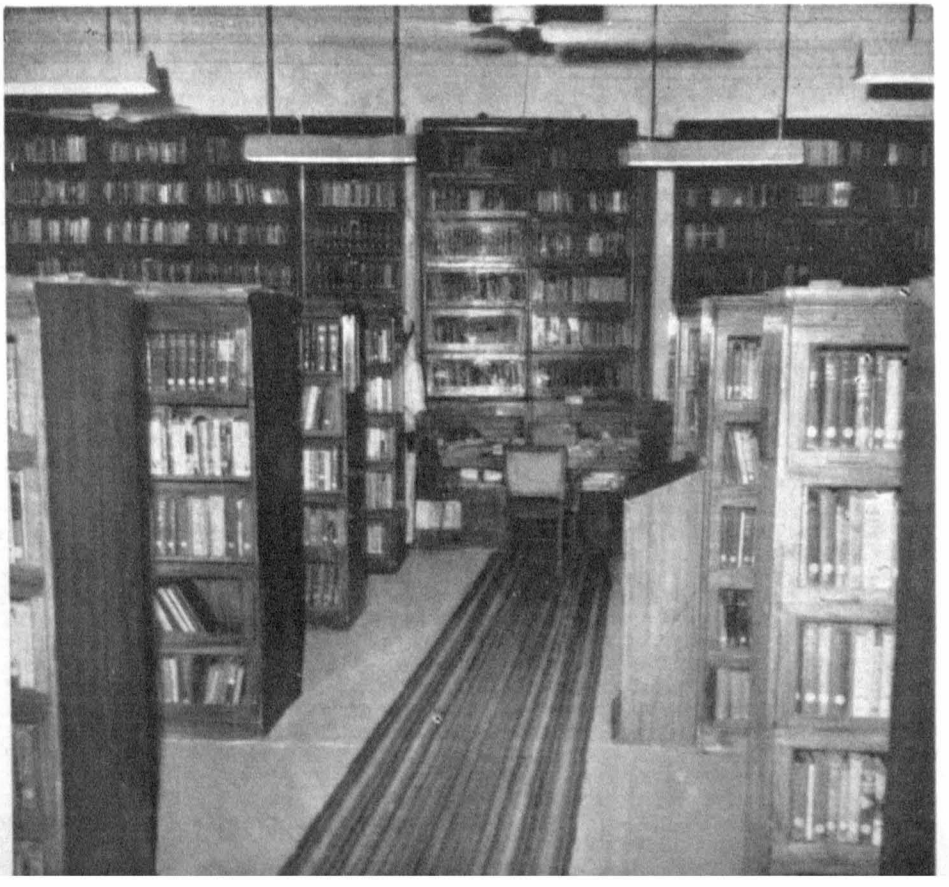
Plate : 18



Members before the Teleprinter News Board in the Central Hall

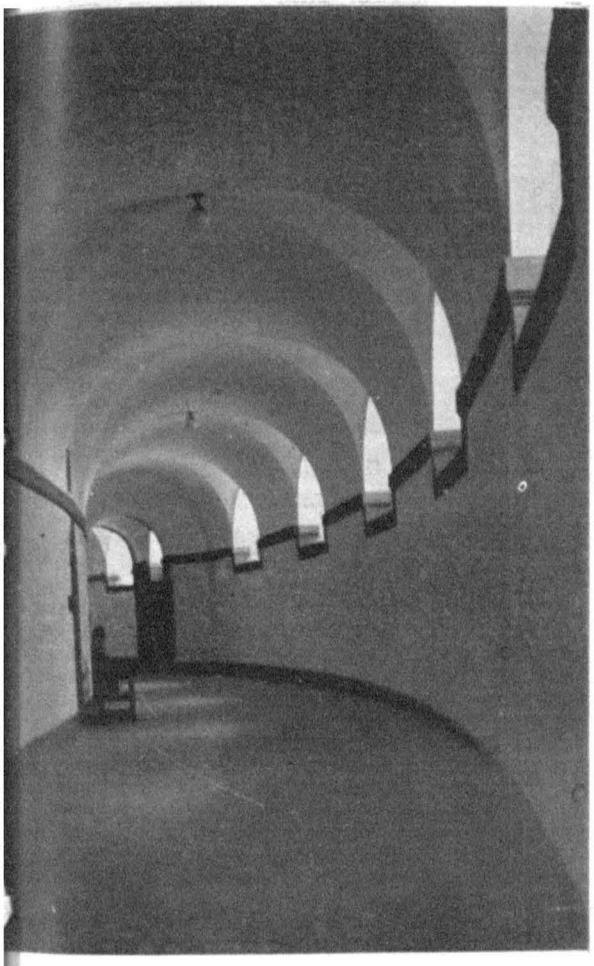
Plate : 19

Plate : 20



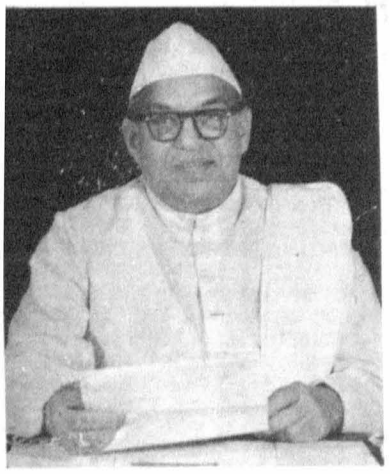
A Stack Library

Plate



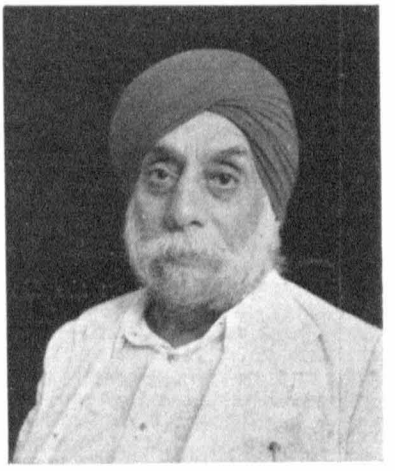
Corridor on the Ground Floor

Notice Office, Lok Sabha



SHRI M. A. AYYANGAR

ıairman, Business Advisory Committee; Rules Committee and General Purposes Committee

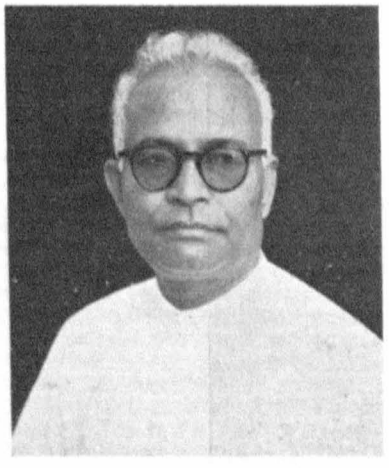


SARDAR HUKUM SINGH

Chairman, Committee on Private Members' Bills and Resolutions and Library Committee

SHRI SATYANARAIN SINHA

Chairman, Joint Committee on Members' Salaries and Allowances



SHRI B. G. MEHTA

Chairman, Estimates Committee

SHRI V. B. GANDHI

Chairman, Public Accounts Committee

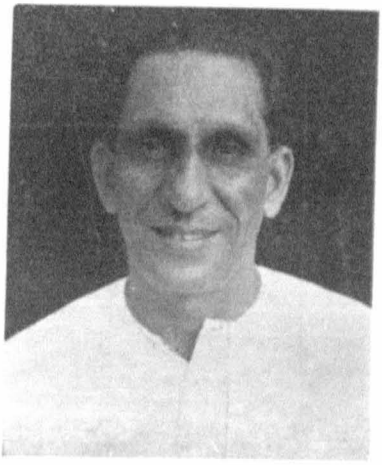
SHRI N. C. CHATTERJI

Chairman, Committee on Subordinate Legislation

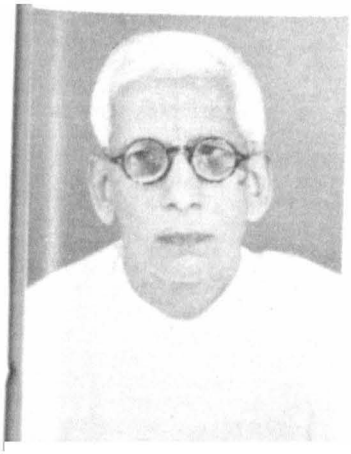
(Contd.)

SHRI G. S. ALTEKAR
rman, Committee on Absence of bers from Sittings of the House

SHRI KOTHA RAGHURAMAIAH
Chairman, Committee on Petitions



SHRI U. S. MALLIAH
Chairman, House Committee

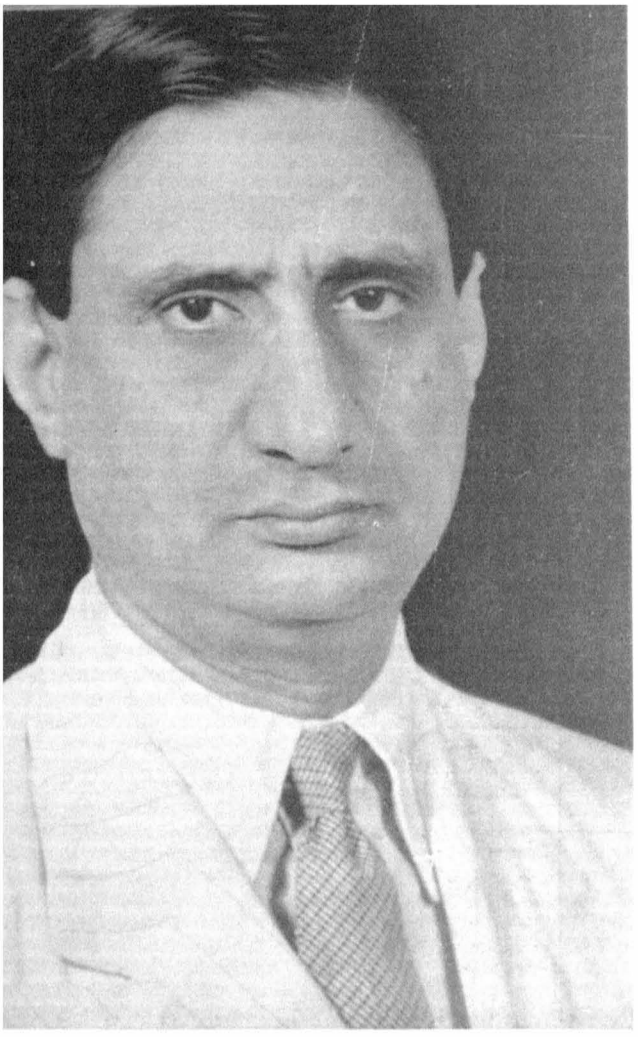


SHRI K. S. RAGHAVACHARI
an, Committee on Assurances

SHRI PURUSHOTTAMDAS TANDON
Chairman, Committee to Fix Hindi Equivalents for Parliamentary, Legal and Administrative Terms

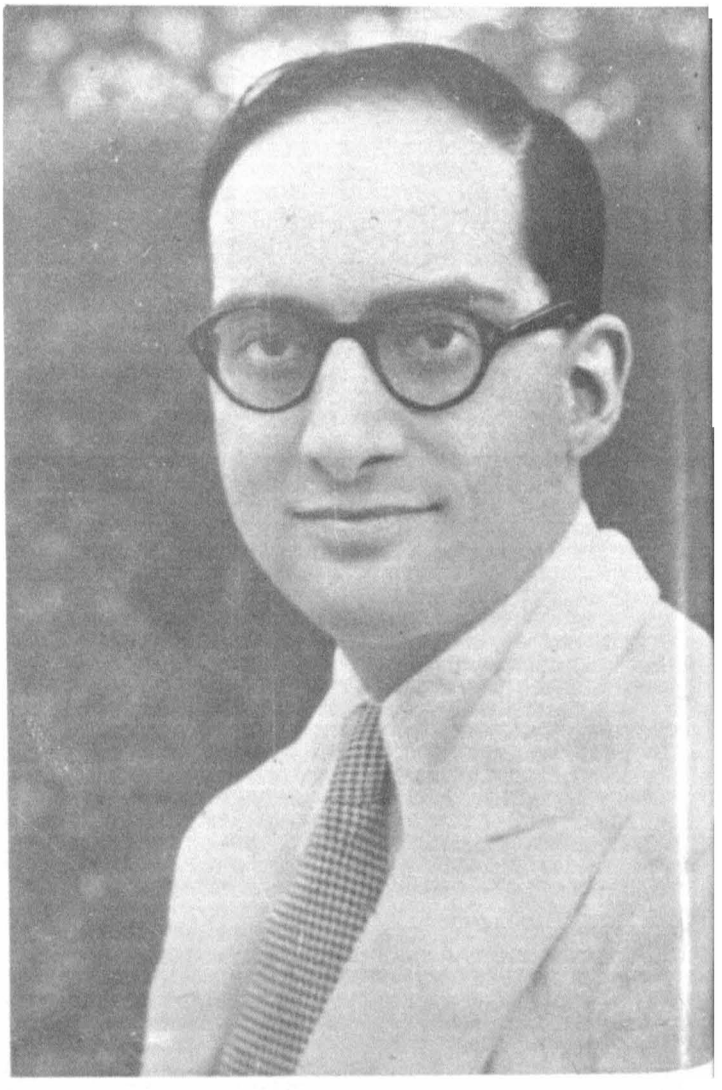
: 24 *(Contd.)*

Plate : 25



M. N. KAUL,
Secretary, Lok Sabha

Plate : 26



S. L. SHAKDHER,
Joint Secretary, Lok Sabha Secretariat

S. N. MUKERJEE,
Secretary, Rajya Sabha

Plate : 27

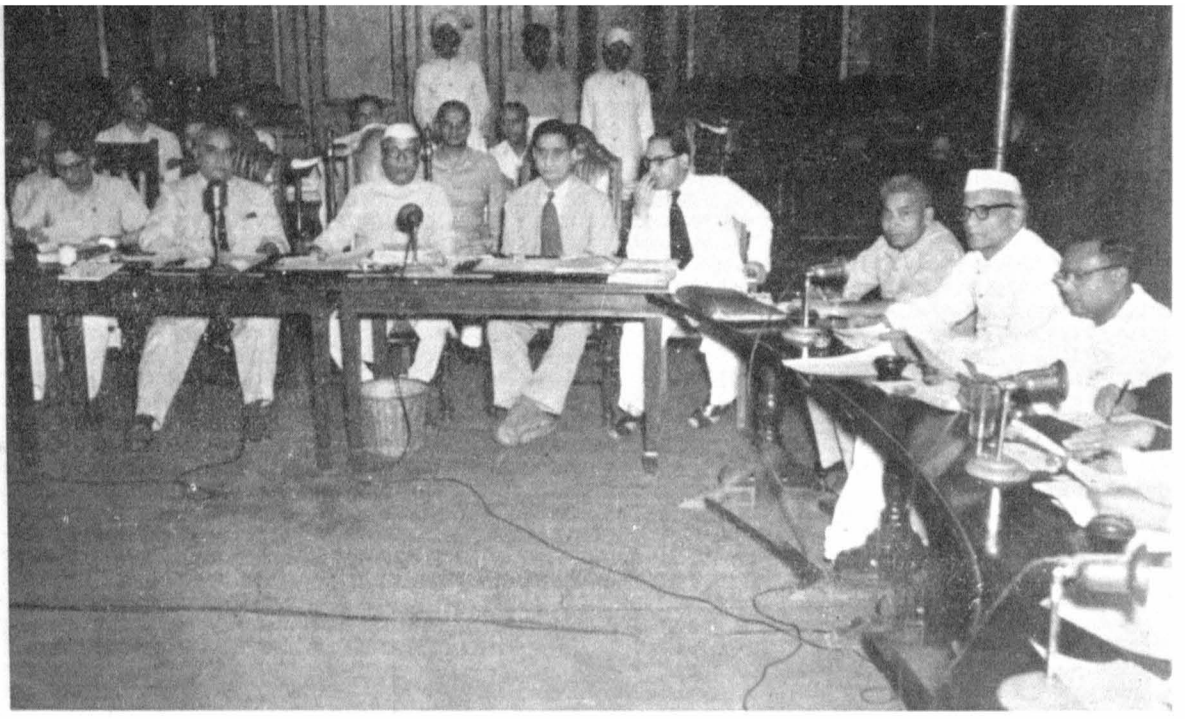


Plate 28

Public Accounts Committee at work

Estimates Committee at work

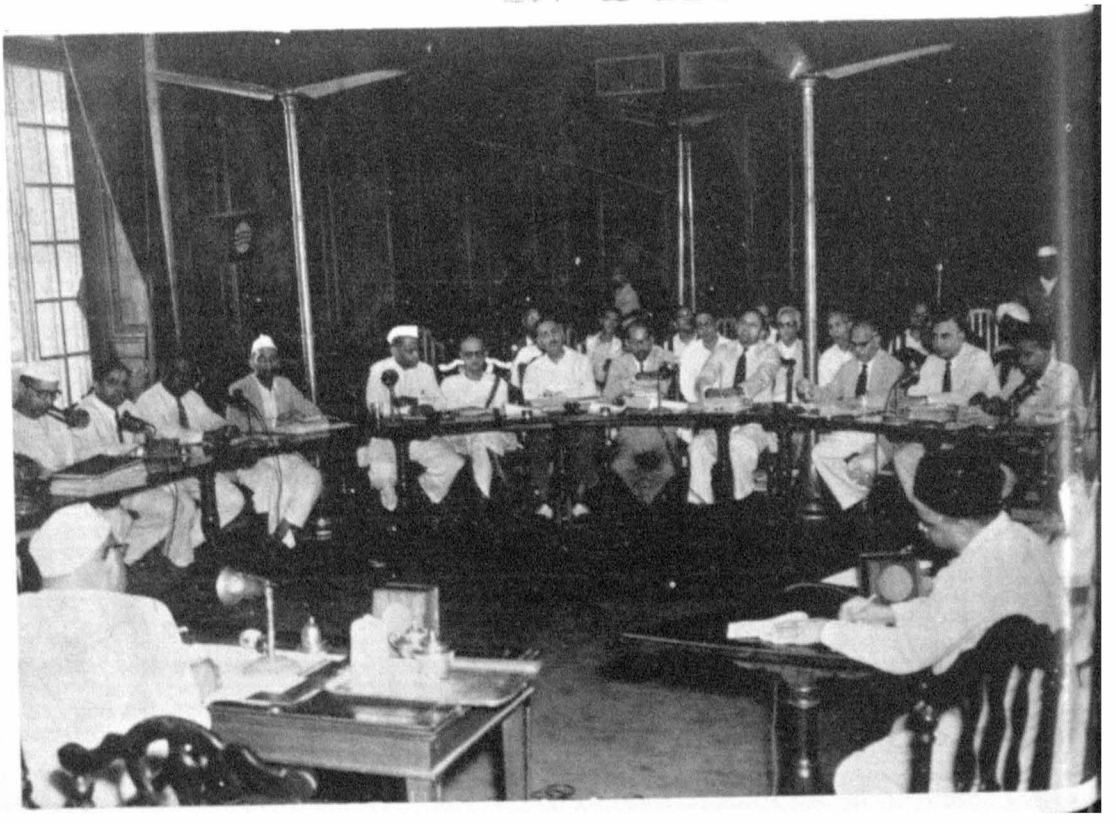
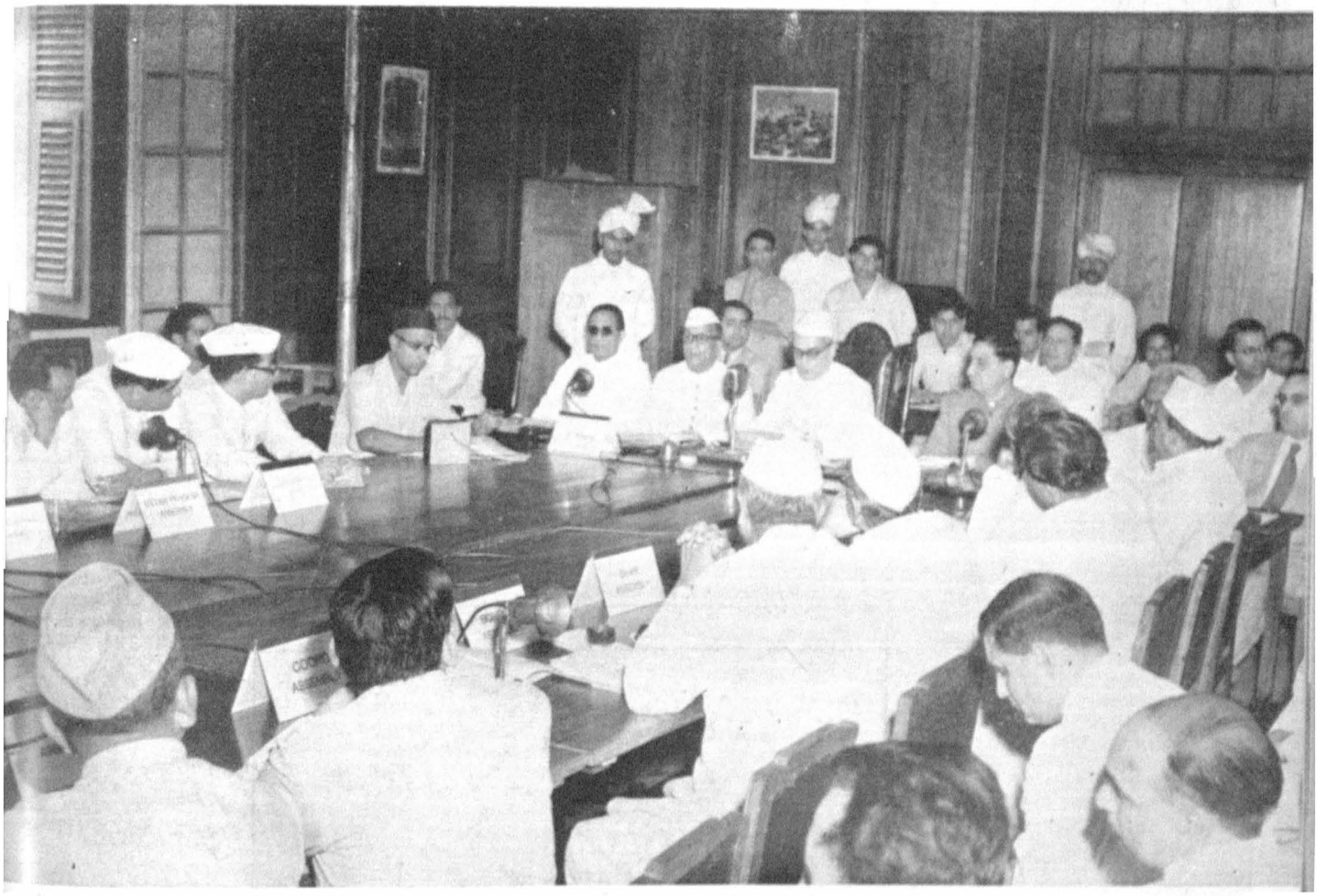
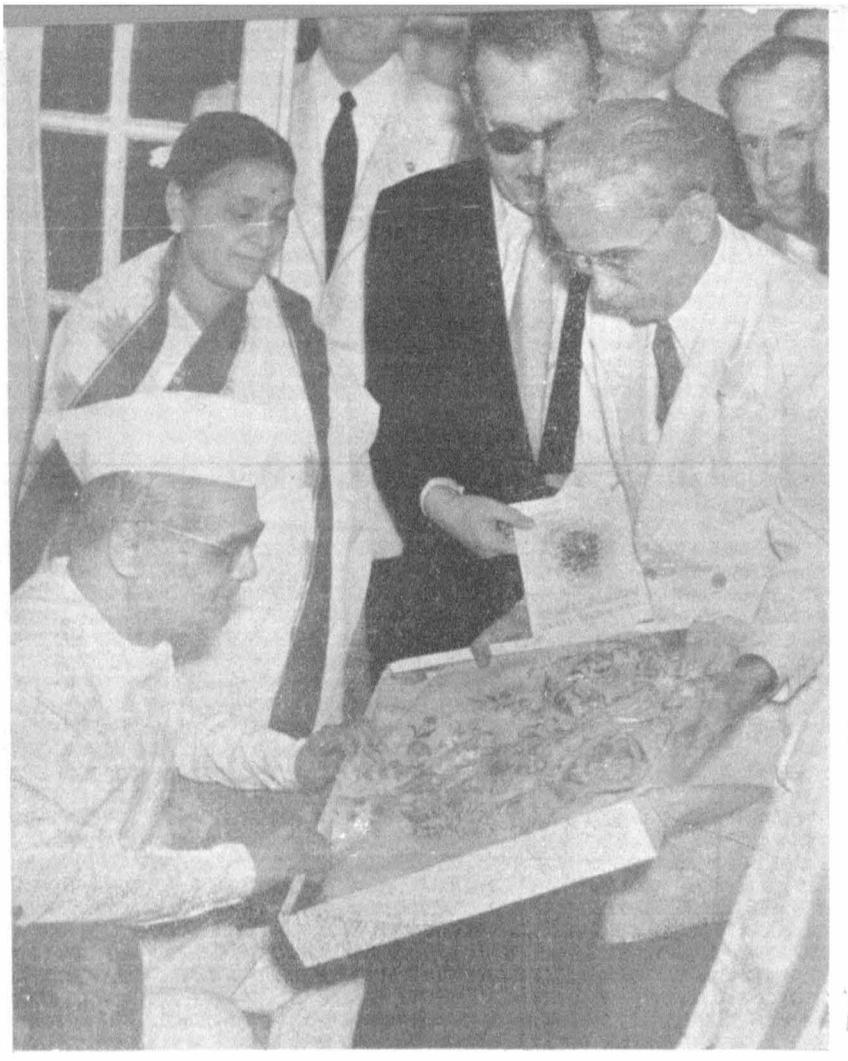


Plate : 29



Inauguration of the Conference of Chairmen of Public Accounts Committee [30.4.55]



Shri G. V. Mavalankar receiving an embroidered table cover, a gift from the Speaker of the Turkish Grand National Assembly [10-3-53]

Plate : 31

Members of the Turkish Parliamentary Delegation in the Parliament Library [12-3-53]

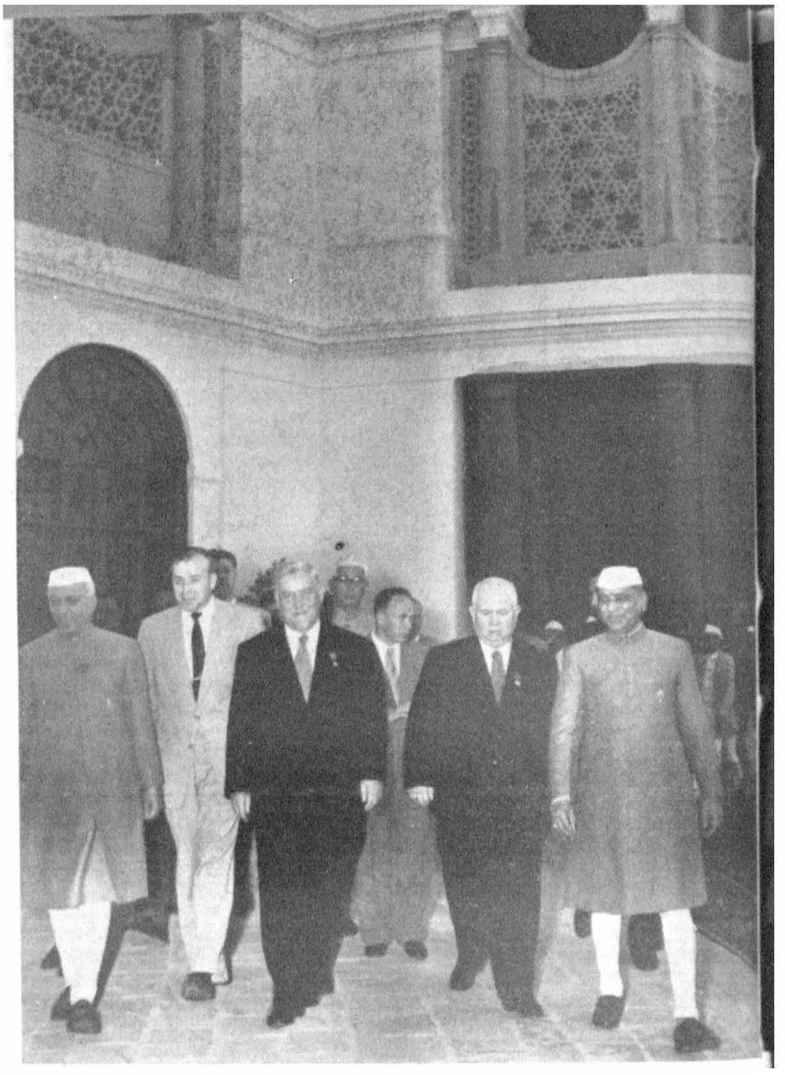
Plate : 32

Plat

Shri M. Ananthasayanam Ayyangar with some of the members of Turkish Parliamentary Delegation

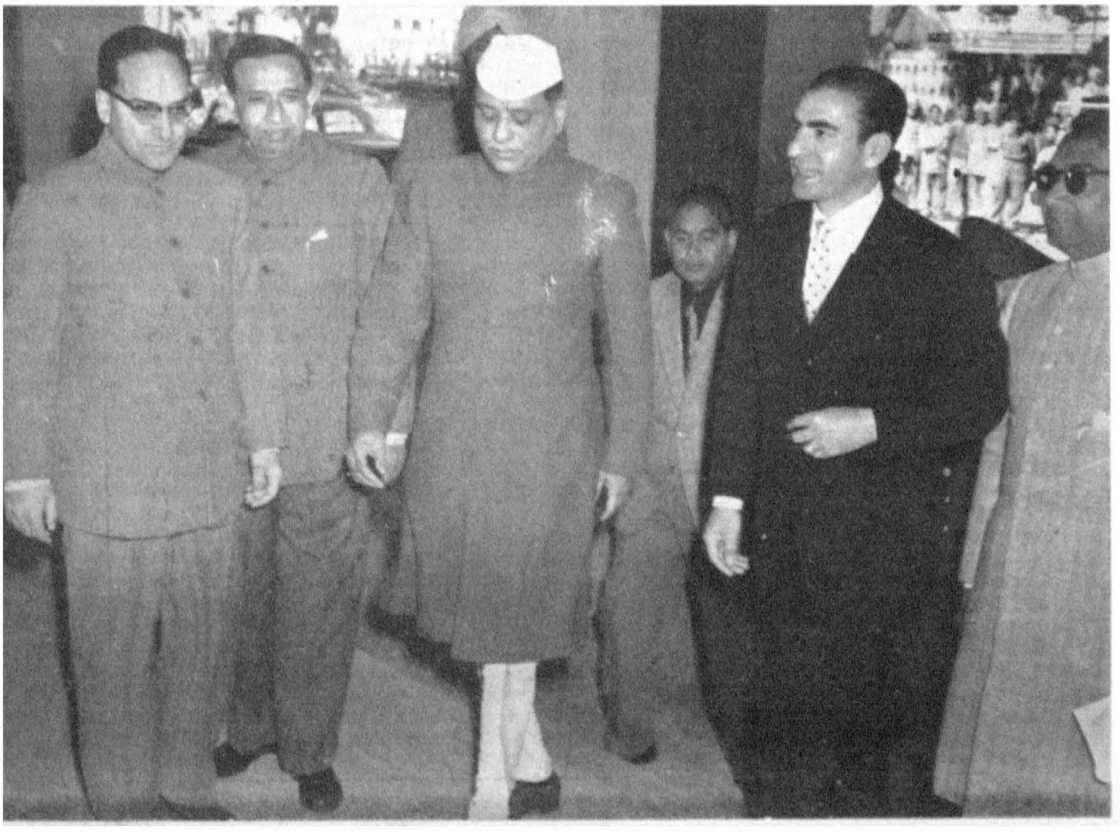
Sir Anthony and Lady Eden arriving at the Parliament House [3-3-55]

Plat



H. E. Marshal Bulganin and Mr. Krushchev being taken round the Parliament House
[21-11-55]

Plate : 35



Shahinshah of Iran H. I. M. Mohammad Reza Pahlevi being received in the Parliament House
[17-2-56]

Plate : 36

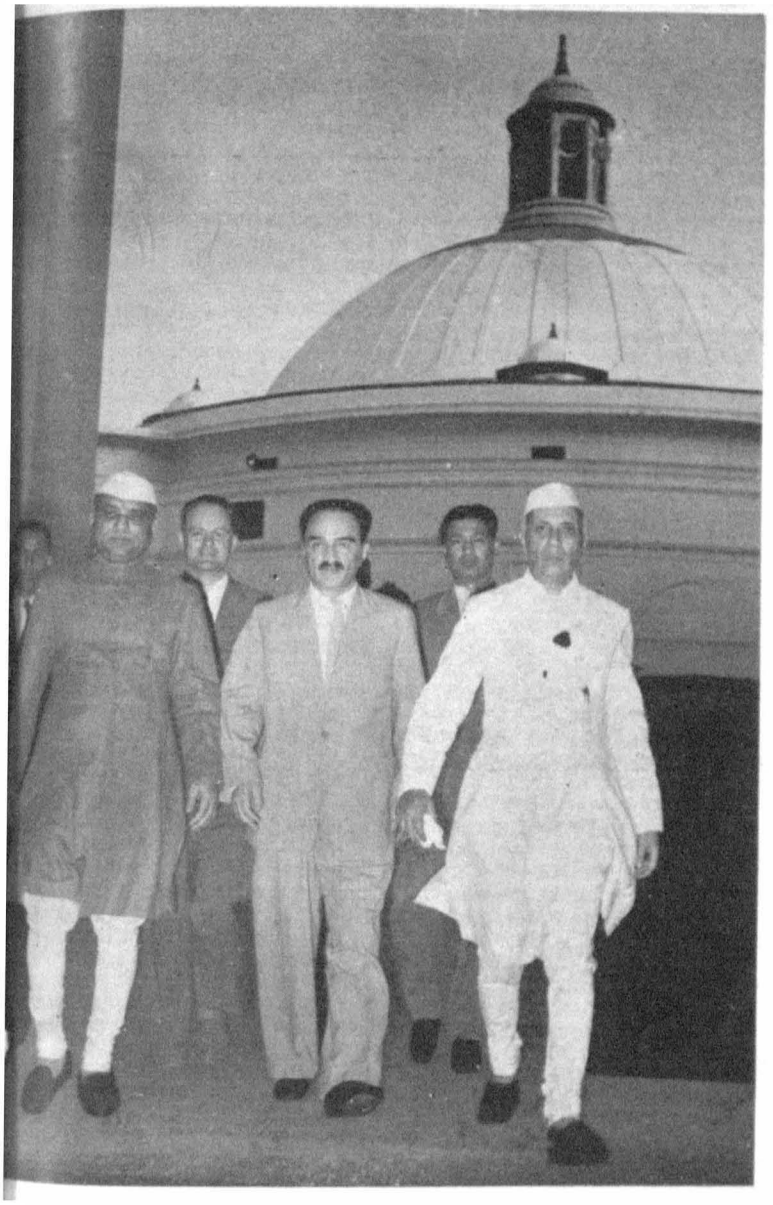


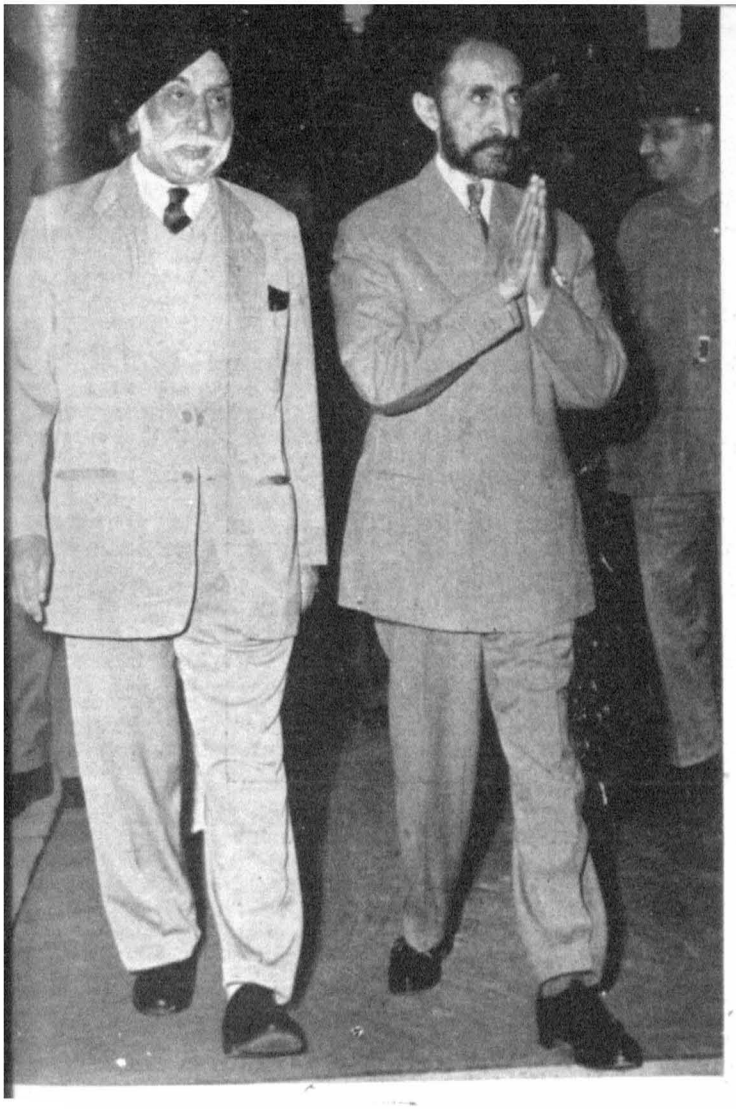
Plate : 37

(Left) *Mr. Mikoyan, Deputy Soviet Prime Minister, in the Parliament House with the Prime Minister*

(Right) *Dr. Hammarskjoeld, U. N. Secretary-General, being taken round the Parliament House* [4-2-56]

Plate : 38

Dr. Hammarskjoeld being presented with a calligraphed copy of the Constitution



Emperor Haile Selassie at Parliament House with the Deputy Speaker [8-11-56]

Plate : 40

uty Speaker presenting a of the Constitution to the Emperor

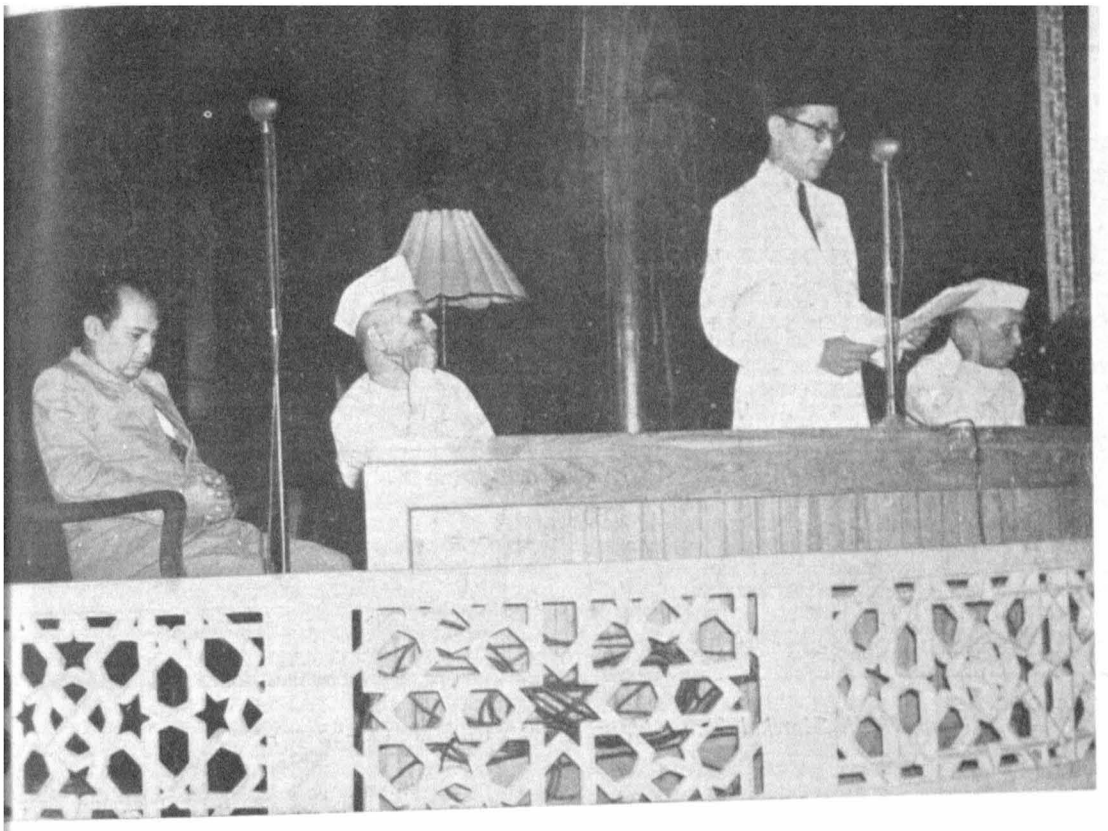
Plate : 41

Plate : 42

In the Parliament House : Dalai Lama [28-11-56]

Mr. Chou-En-Lai, Prime Minister of China [29-11-56]

Plate : 43



Mr. Mohd. Natsir, ex-Prime Minister of Indonesia, addressing the Members [28-5-52]

Plate : 44

Leader of Ceylon Parliamentary Delegation addressing the Members [16-3-54]

Plate : 45

Plate : 46

H. E. Marshal Tito addressing the Members (21-12-54)

H. E. Marshal Bulganin delivering his address (21-11-55)

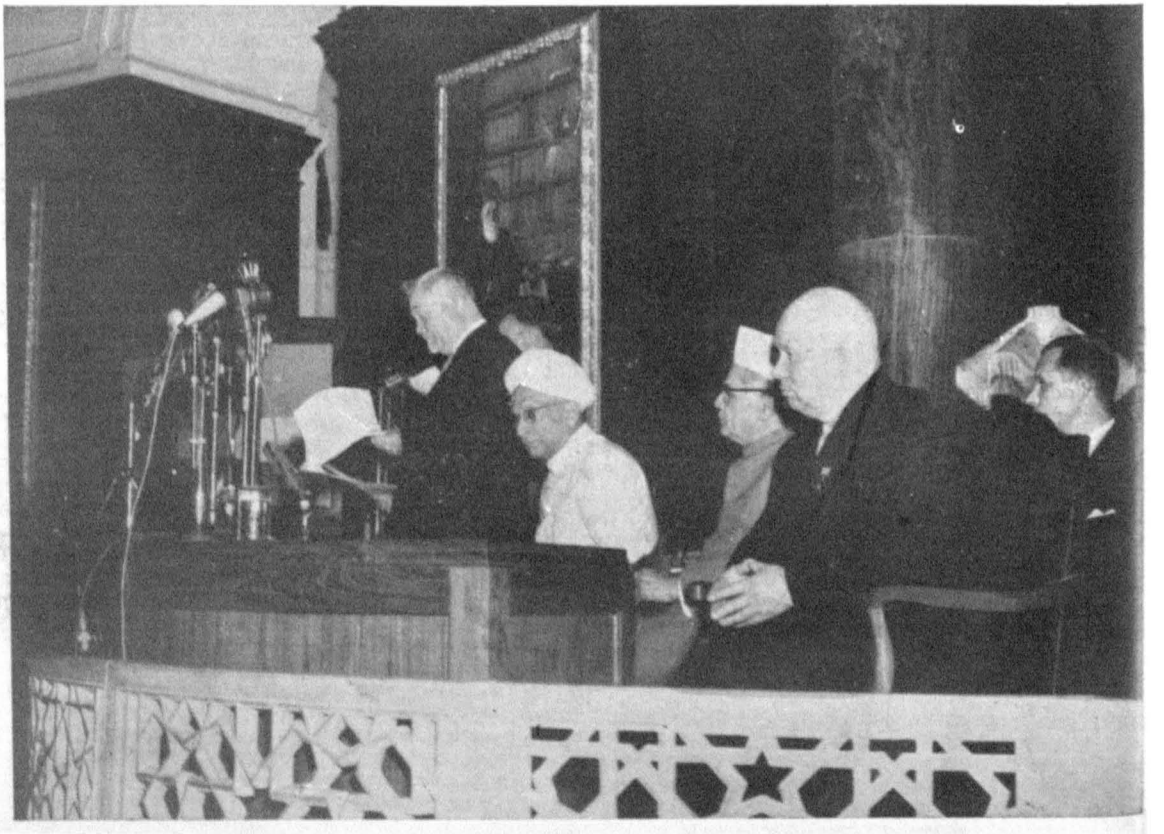


Plate : 47

Plate

Members listening to the addresses of H. E. Marshal Bulganin and Mr. Khrushchev (21-11-55)

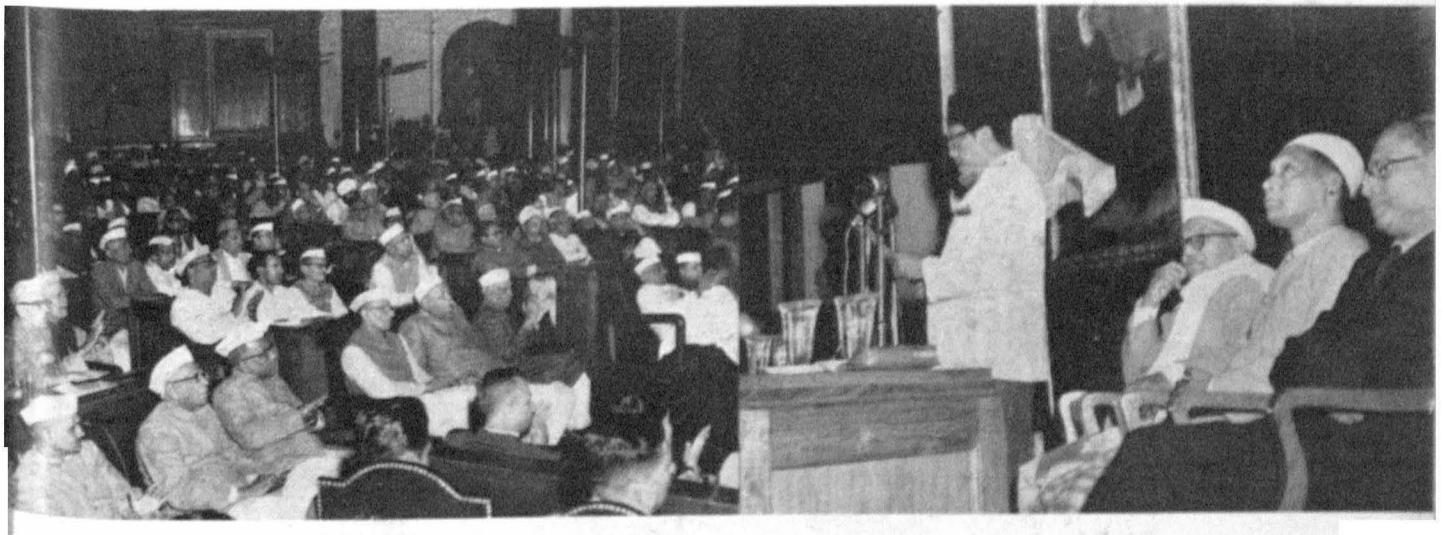


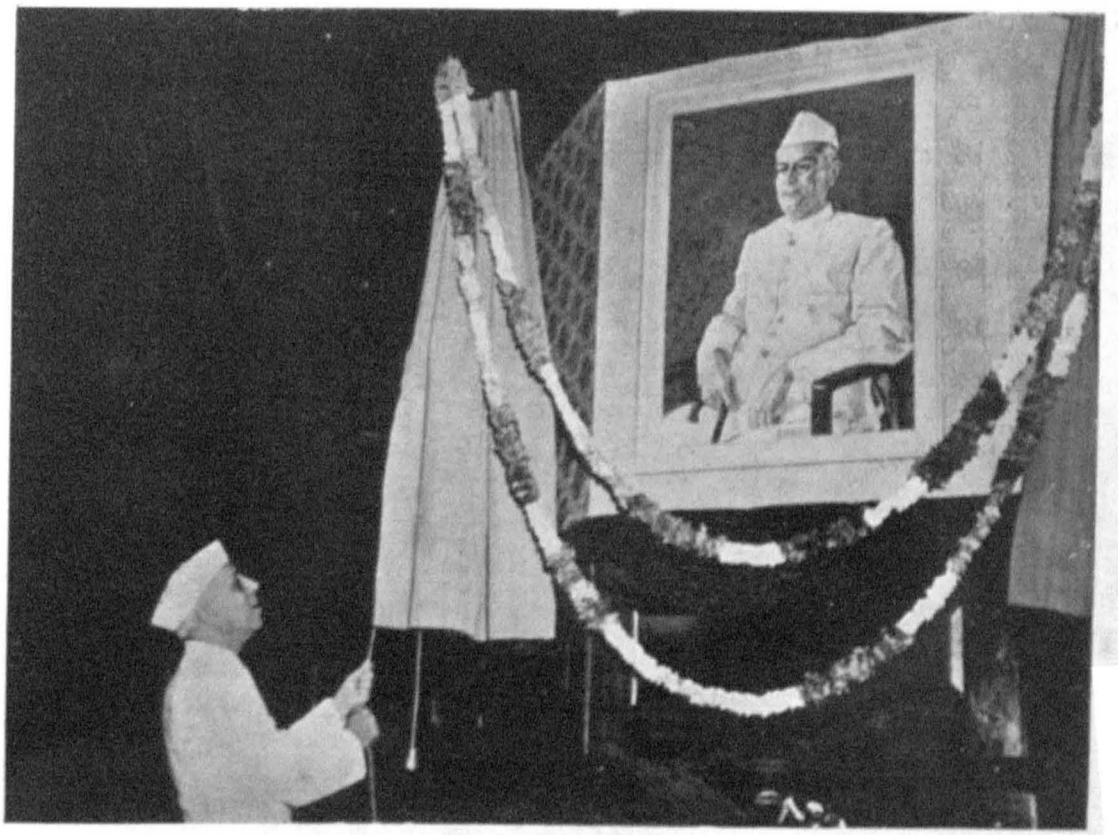
Plate : 49

Four Prime Ministers of Colombo Powers addressing the Members
(14-11-56)

The Prime Minister unveiling the portrait of
Lokmanya Bal Gangadhar Tilak

Plate : 50

Plate : 51



The Prime Minister unveiling the potrait of Shri G. V. Mavalankar

APPENDIX-PART-I
LOK-SABHA

I

STATEMENT SHOWING THE DATES OF COMMENCEMENT AND TERMINATION OF THE SESSIONS OF LOK SABHA

[Upto the 14th Session]

Sessions	Date of Commencement	Date of Termination	Duration of Session (in days)	Total No. of Working Days	Total No. of days in the year on which the House sat
First Session	13-5-1952	12-8-1952	92	67	* 103
Second Session	5-11-1952	20-12-1952	46	36	*
Third Session	11-2-1953	15-5-1953	94	72	137
Fourth Session	3-8-1953	18-9-1953	47	35	
Fifth Session	16-11-1953	24-12-1953	39	30	
Sixth Session	15-2-1954	21-5-1954	96	74	137
Seventh Session	23-8-1954	30-9-1954	39	31	
Eighth Session	15-11-1954	24-12-1954	40	32	
Ninth Session	21-2-1955	7-5-1955	76	58	139
Tenth Session	25-7-1955	1-10-1955	69	54	
Eleventh Session	21-11-1955	23-12-1955	33	27	
Twelfth Session	15-2-1956	30-5-1956	106	76	151
Thirteenth Session	16-7-1956	13-9-1956	60	45	
Fourteenth Session	14-11-1956	22-12-1956	39	30	

* From the month of May, 1952.

II

CHRONOLOGY OF IMPORTANT EVENTS DURING THE FIRST PARLIAMENT

13-5-1952	First meeting of the First Parliament after the General Elections.
15-5-1952	Shri G. V. Mavalankar elected Speaker of the Lok Sabha.
30-5-1952	Shri M. Ananthasayanam Ayyanagar elected Deputy Speaker of the Lok Sabha.
31-5-1952	Shri S. V. Krishnamoorthy Rao elected Deputy-Chairman of Rajya Sabha.
24-7-1952	Prime Minister's statement on Kashmir.
8-8-1952 14-8-1952	The Reserve and Auxiliary Air Forces Bill passed.
24-11-1952 3-12-1952	The Forward Contracts (Regulation) Bill passed.
9-12-1952 19-12-1952	The Iron and Steel Companies Amalgamation Bill passed.
15-12-1952 19-12-1-52	The Constitution (Second Amendment) Bill passed.
19-12-1952 22-12-1952	The Delimitation Commission Bill passed.
19-12-1952	Draft First Five Year Plan approved.
24-4-1953 1-5-1953	The Indian Income-tax (Amendment) Bill passed.
5-5-1953 12-5-1953	The Industries (Development and Regulation) Amendment Bill passed.
8-5-1953 14-5-1953	The Air Corporations Bill passed.
9-5-1953 15-5-1953	The Tea Bill passed.
15-5-1953	Prime Minister's statement on Foreign Affairs.
17-8-1953	Prime Minister's statement on Foreign Affairs.
27-8-1953 12-9-1953	The Andhra State Bill passed.
15-9-1953 22-9-1953	The Estate Duty Bill passed.
18-12-1953	Resolution on Unemployment Problem adopted.
19-11-1953 2-12-1953	The Coir Industry Bill passed.
1-12-1953 24-11-1953	The Employees' Provident Funds (Amendment) Bill passed.
3-12-1953 15-12-1953	The Banking Companies (Amendment) Bill passed.
22-12-1953	Prime Minister's statement regarding the appointentment of a Commission for the Reorganisation of States.
24-12-1953 16-12-1953	The Prevention of Disqualification (Parliament and Part 'C' State Legislatures) Bill passed.
16-2-1954	Statement by Minister for Production regarding the site for the location of a new steel plant.
23-2-1954 1-3-1954	The Displaced Persons (Claims) Supplementary Bill passed.
1-3-1954	Prime Minister's statement regarding military aid by the United States to Pakistan.
5-3-1954	Resolution for provision of facilities for promotion of rifle training adopted.
13-3-1954 18-3-1954	The Press (Objectionable Matter) Amendment Bill passed.
13-3-1954 18-3-1954	The Transfer of Evacuee Deposits Bill passed.
16-3-1954	Prime Minister's statement on Korea.
23-4-1954 11-5-1954	The Minimum Wages (Amendment) Bill passed.
23-4-1954 29-5-1954	The Voluntary Surrender of Salaries (Exemption from Taxation) Amendment Bill passed.
24-4-1954	Prime Minister's statement on Indo-China.
24-4-1954 12-5-1954	The High Court Judges (Conditions of Service) Bill passed.
26-4-1954 16-2-1954	The Drugs and Magic Remedies (Objectionable Advertisements) Bill passed.
28-4-1954 9-3-1954.	The Factories (Amendment) Bill passed.
8-5-1954 19-4-1954	The Himachal Pradesh and Bilaspur (New State) Bill passed.
10-5-1954	Discussion on Peaceful uses of Atomic Energy.
25-8-1954	Prime Minister's statement on International Affairs.
26-8-1954 14-9-1954	The Prevention of Food Adulteration Bill passed.

*Where two dates are mentioned against Bills passed by Parliament the former indicates the date on which the Bill was passed by the Lok Sabha and the latter by the Rajya Sabha.

13-9-1954	Motion regarding Flood Situation discussed.
17-9-1954 8-5-1954	The Special Marriage Bill passed.
20-9-1954 23-9-1954	The Chandranagore (Merger) Bill passed.
22-9-1954 25-9-1954	The Displaced Persons (Compensation and Rehabilitation) Bill passed.
23-9-1954 28-9-1954	The Constitution (Third Amendment) Bill passed.
23-11-1954 2-12-1954	The Coffee Market Expansion (Amendment) Bill passed.
24-11-1954 3-12-1954	The Rubber (Production and Marketing) Amendment Bill passed.
14-12-1954 15-5-1954	The Industrial Disputes (Amendment) Bill passed.
20-12-1954	Discussion on the Economic Situation in India.
10-3-1955 2-3-1955	The Working Journalists (Industrial Disputes) Bill passed.
12-3-1955 29-3-1955	The Medicinal and Toilet Preparations (Excise Duties) Bill passed.
16-3-1955	Food Minister's statement regarding removal of zonal retrictions on wheat.
22-3-1955 29-3-1955	The Essential Commodities Bill passed.
12-4-1955 20-4-1955 22-4-1955	The Constitution (Fourth Amendment) Bill passed. Resolution for the introduction of uniform weights and measures based on metric system adopted.
26-4-1955 25-2-1955	The Insurance (Amendment) Bill passed.
28-4-1955 2-5-1955	The Untouchability (Offences) Bill passed.
30-4-1955	Prime Minister's statement on the Bandung Conference of Asio-African countries.
30-4-1955 4 5-1955	The State Bank of India Bill.
5-5-1955 15-12-1954	The Hindu Marriage Bill passed.
25-7-1955	Prime Minister's statement on Goa.
28-7-1955 24-8-1955	The Industrial and State Financial Corporation (Amendment) Bill passed.
29-7-1955 26-8-1955	The Indian Coinage (Amendment) Bill passed.
1-8-1955 25-8-1955	The Prisoners (Attendance in Courts) Bill passed.
1-8-1955 1-9-1955	The Spirituous Preparations (Inter-State Trade and Commerce) Control Bill passed.
17-8-1955	Prime Minister's statement on Goa.
23-8-1955 31-8-1955	The Abducted Persons (Recovery and Restoration) Continuance Bill passed.
12-9-1955 28-9-1955	The Companies Bill passed.
23-9-1955	Resolution for the appointment of a Commission for the development of Indian Shipping adopted.
24-9-1955 29-9-1955	The Industrial Disputes (Banking Companies) Decision Bill passed.
26-9-1955 30-9-1955	The Prize Competitions Bill passed.
28-11-1955 7-12-1955	The University Grants Commission Bill passed.
30-11-1955 25-8-1955	The Abolition of Whipping Bill passed.
13-12-1955 1-12-1955	The Working Journalists (Conditions of Service and Miscellaneous Provisions) Bill passed.
14-12-1955	Motion for the consideration of the States Reorganisaton Commission Report moved.
18-2-1956 28-2-1956	Representation of the People (Amendment) Bill passed.
21-2-1956 9-5-1956	The All India Institute of Medical Sciences Bill passed.
24-2-1956 13-3-1956	The Control of Shipping (Continuance) Bill passed.
28-2-1956 9-3-1956	The Capital Issues (Continuance of Amendment Bill passed.
29-2-1956 12-3-1956	The Sales Tax Laws Validation Bill passed.
3-3-1956 15-3-1956	The Life Insurance (Emergency Provisions) Bill passed.
8-3-1956	Shri M. Ananthasayanam Ayyangar elected Speaker of the Lok Sabha consequent on the demise of Shri G. V. Mavalankar.
20-3-1956	Sardar Hukam Singh elected Deputy Speaker of Lok Sabha.
20-3-1956	Prime Minister's statement on Foreign Affairs.
31-3-1956	Resolution for fixing a target date for prohibition adopted.
30-4-1956	Prime Minister's statement on the Industrial Policy of the Government.

4-5-1956 11-5-1956	The Parliamentary Proceedings (Protection of Publication) Bill passed.
8-5-1956 30-11-1955	The Hindu Succession Bill passed.
11-5-1956 21-5-1956	The Agricultural Produce (Development of Warehousing) Corporations Bill passed.
15-5-1956	Prime Minister lays on the Table the draft of the Second Five Year Plan.
18-5-1956 25-5-1956	The Representation of the People (Second Amendment) Bill passed.
23-5-1956 30-5-1956	The Life Insurance Corporation Bill passed.
25-5-1956	Resolution for taking measures to reduce disparity in income adopted.
28-5-1956	Prime Minister lays on the Table a copy of the Treaty of Cession of French territories in India.
29-5-1956 31-5-1956	The Constitution (Sixth Amendment) Bill passed.
16-7-1956 6-8-1956	The Securities Contracts (Regulation) Bill passed.
17-7-1956 7-4-1955	The Hindu Minorities and Guardianship Bill passed.
24-7-1956 14-8-1956	The Industrial Disputes (Amendment and Miscellaneous Provisions) Bill passed.
8-8-1956	Prime Minister's Statement on the Suez Canal issue.
10-8-1956 25-8-1956	The States Reorganisation Bill passed.
11-8-1956 9-12-1955	The River Boards Bill passed.
11-8-1956 12-12-1955	The Inter-State Water Disputes Bill passed.
13-8-1956 30-8-1956	The National Highways Bill passed.
17-8-1956 28-8-1956	The Bihar and West Bengal (Transfer of Territories) Bill passed.
17-8-1956	Resolution on the control and regulation of production and exhibition of films adopted.
20-8-1956 4-9-1956	The Supreme Court (Number of Judges) Bill passed.
20-8-1956 4-9-1956	The Jammu and Kashmir (Extension of Laws) Bill passed.
25-8-1956 3-9-1956	The Indian Institute of Technology (Kharagpur) Bill passed.
28-8-1956 4-9-1956	The National Volunteer Force (Lok Sahayak Sena) Bill passed.
30-8-1956 14-8-1956	The Newspaper (Price and Page) Bill passed.
30-8-1956 4-9-1956	The State Financial Corporation (Amendment) Bill passed.
1-9-1956 13-9-1956	The Khadi and Village Industries Commission Bill passed.
6-9-1956 11-9-1956	The Constitution (Seventh Amendment) Bill passed.
7-9-1956 13-9-1956	The Representation of the People (Third Amendment) Bill passed.
13-9-1956	Draft Second Five Year Plan approved.
15-11-1956 22-11-1956	The Union Territories (Laws) Amendment Bill passed.
16-11-1956 27-11-1956	The Industries (Development and Regulation) Amendment Bill passed.
21-11-1956 27-11-1956	The States Reorganisation (Amendment) Bill passed.
22-11-1956 29-11-1956	The Abducted Persons (Recovery and Restoration) Continuance Bill passed.
27-11-1956 13-12-1956	The Displaced Persons (Compensation and Rehabilitation) Amendment Bill passed.
30-11-1956 18-12-1956	The Suppression of Immoral Traffic in Women and Girls Bill passed.
5-12-1956 12-12-1956	The Central Sales Tax Bill passed.
5-12-1956 13-12-1956	The Representation of the People (Fourth Amendment) Bill passed.
7-12-1956 30-11-1956	The Hindu Marriage (Amendment) Bill passed.
7-12-1956 14-12-1956	The Women's and Children's Institutions (Licensing) Bill passed.
8-12-1956 14-12-1956	The Road Transport Corporation (Amendment) Bill passed.
8-12-1956 14-12-1956	The Standards of Weights and Measures Bill passed.
8-12-1956 19-12-1956	The Employees' Provident Funds (Amendment) Bill passed.
10-12-1956 2-8-1956	The Indian Medical Council Bill passed.
14-12-1956 29-12-1956	The Hindu Adoptions and Maintenance Bill passed.

18-12-1956 20-12-1956	The Representation of the People (Miscella neous Provisions) Bill passed.
20-12-1956 21-12-1956	The Union Duties of Excise (Distribution) Amendment Bill passed.
20-12-1956 22-12-1956	The Territorial Councils Bill passed.
21-12-1956 22-12-1956	The Banking Companies (Amendment) Bill passed.
22-12-1956 18-12-1956	The Slum Areas (Improvements and Clearance) Bill passed.
22-12-1956 19-12-1956	The Delhi Tenants (Temporary Protection) Bill passed.

III

ACTS PASSED BY THE FIRST PARLIAMENT

[Arranged Subject-wise]

[Acts indicated with one asterisk * were treated as Money or Financial Bills]

Administration

1. Maintenance Orders Enforcement (Amendment) Act (No. 47 of 1952).
2. Salaries and Allowances of Ministers Act (No. 58 of 1952)
3. Prevention of Corruption (Second Amendment) Act (No. 59 of 1952).
4. Commission of Inquiry Act (No. 60 of 1952).
5. Preventive Detention (Second Amendment) Act (No. 61 of 1952).
6. State Armed Police Forces (Extension of Laws) (No. 63 of 1952)
7. Scheduled Areas (Assimilation of Laws) Act (No. 16 of 1953).
8. *Comptroller and Auditor-General (Conditions of Service) Act (No. 21 of 1953).
9. Patiala and East Punjab States Union Legislature (Delegation of Powers) Act (No. 22 of 1953).
10. Andhra State Act (No. 30 of 1953).
11. Government of Part C States (Amendment) Act (No. 7 of 1954).
12. Lushai Hills District (Change of Name) Act (No. 18 of 1954).
13. Absorbed Areas (Laws) Act (No. 20 of 1954).
14. State Acquisition of Lands for Union Purposes (Validation) Act (No. 23 of 1954).
15. Himachal Pradesh and Bilaspur (New State) Act (No. 32 of 1954).
16. Chandranagore (Merger) Act (No. 36 of 1954).
17. Andhra State Legislature (Delegation of Powers) Act (No. 45 of 1954)
18. Prevention (Amendment) Act (No. 51 of 1954).
19. Prevention of Corruption (Amendment) Act (No. 50 of 1955).
20. Delhi Control of Building Operations Act (No. 53 of 1955).
21. Citizenship Act (No. 57 of 1955).
22. Travancore-Cochin State Legislature (Delegation of Powers) Act (No. 29 of 1956).
23. *States Reorganisation Act (No. 37 of 1956).
24. Bihar and West Bengal (Transfer of Territories) Act (No. 40 of 1956).
25. Government Premises (Eviction) Amendment Act (No. 52 of 1956).
26. *Jammu and Kashmir (Extension of Laws) Act (No. 67 of 1956).
27. Scheduled Castes and Scheduled Tribes Orders (Amendment) Act (No. 63 of 1956).
28. States Reorganisation (Amendment) Act (No. 67 of 1956).
29. Union Territories (Laws) Amendment Act (No. 68 of 1956)
30. Kerala State Legislature (Delegation of Powers) Act (No. 75 of 1956).
31. Manipur (Village Authorities in Hill Areas) Act (No. 79 of 1956).
32. Delhi (Control of Building Operations) Act (No. 98 of 1956).
33. *Territorial Councils Act (No. 103 of 1956).

Agriculture

1. Livestock Importation (Amendment) Act (No. 40 of 1953).
2. *Inter-State Water Disputes Act (No. 23 of 1956)
3. *Agriculture Produce (Development and Warehousing) Corporation Act (No. 28 of 1956).
4. Multi-Unit Co-operative Societies (Amendment) Act (No. 34 of 1956).
5. *River Boards Act (No. 49 of 1956).
6. Delhi Tenants (Temporary Protection) Act (No. 97 of 1956).

Banking, Currency and Insurance

1. Hyderabad Coinage and Paper Currency (Miscellaneous Provisions) Act (No. 10 of 1953).
2. Banking Companies (Amendment) Act (No. 15 of 1953).
3. Reserve Bank of India (Amendment and Miscellaneous Provisions) Act (No. 54 of 1953).
4. Insurance (Amendment) Act (No. 18 of 1955).
5. State Bank of India Act (No. 23 of 1955).
6. Reserve Bank of India (Amendment) Act (No. 24 of 1955).
7. Indian Coinage (Amendment) Act (No. 31 of 1955).
8. State Bank of India (Amendment) Act (No. 33 of 1955).
9. Insurance (Amendment) Act (No. 54 of 1955).
10. Life Insurance (Emergency Provisions) Act (No. 9 of 1956).
11. *Life Insurance Corporation Act (No. 31 of 1956).

12. *Reserve Bank of India (Amendment) Act (No. 38 of 1956).
13. *State Bank of Hyderabad Act (No. 80 of 1956).
14. Banking Companies (Amendment) Act (No. 95 of 1956).

Commerce and Industry

1. *Indian Tea Control (Amendment) Act (No. 49 of 1952).
2. Rubber (Protection and Marketing) Amendment Act (No. 52 of 1952).
3. Indian Companies (Amendment) Act (No. 51 of 1952).
4. Central Tea Board (Amendment) Act (No. 54 of 1952).
5. *Central Silk Board (Amendment) Act (No. 56 of 1952).
6. Essential Supplies (Temporary Powers) Amendment Act (No. 65 of 1952).
7. *Indian Oilseeds Committee (Amendment) Act (No. 68 of 1952).
8. *Indian Coconut Committee (Amendment) Act (No. 69 of 1952).
9. Indian Patents and Designs (Amendment) Act (No. 70 of 1952)
10. Indian Power Alcohol (Amendment) Act (No. 73 of 1952).
11. *Forward Contracts (Regulation) Act (No. 74 of 1952).
12. Industrial Finance Corporation (Amendment) Act (No. 78 of 1952).
13. Iron and Steel Companies Amalgamation Act (No. 79 of 1952).
14. Industrial (Development and Regulation) Amendment Act (No. 26 of 1953).
15. Central Silk Board (Amendment) Act (31 of 1953).
16. Collection of Statistics Act (No. 32 of 1953).
17. *Coir Industry Act (No. 45 of 1953).
18. Forward Contracts (Regulations) (Amendment) Act (No. 46 of 1953).
19. Indian Patents and Designs (Amendment) Act (No. 55 of 1955).
20. *Coffee Market Expansion (Amendment) Act (No. 50 of 1954).
21. *Rubber (Production and Marketing) Amendment Act (No. 54 of 1954).
22. Essential Commodities Act (No. 10 of 1955).
23. Sea Customs (Amendment) Act (No. 21 of 1955).
24. Industrial and State Financial Corporations Act (No. 28 of 1955).
25. Chartered Accountants (Amendment) Act (No. 40 of 1955).
26. Indian Companies Act (No. 1 of 1956).
27. Capital Issues (Continuance of Control) Amendment Act (No. 9 of 1956).
28. Indian Registration (Amendment) Act (No. 17 of 1956).
29. Securities Contracts (Regulation) Act (No. 42 of 1956).
30. Indian Coconut Committee (Amendment) Act (No. 47 of 1956).
31. *State Financial Corporations (Amendment) Act (No. 56 of 1956).
32. *Khadi and Village Industries Commission Act (No. 61 of 1955).
33. *Industries (Development and Regulation) Amendment Act (No. 71 of 1956).
34. *Standards of Weights and Measures Act (No. 89 of 1956).
35. Faridabad Development Corporation Act (No. 90 of 1956).
36. Electricity (Supply Amendment) Act (No. 101 of 1956).

Constitutional Amendment

1. Constitution (Second Amendment) Act, 1952.
2. Constitution (Third Amendment) Act, 1954.
3. Constitution (Fourth Amendment) Act, 1955.
4. Constitution (Fifth Amendment) Act, 1955.
5. Constitution (Sixth Amendment) Act, 1956.
6. Constitution (Seventh Amendment) Act, 1956.

Defence

1. National Cadet Corps (Amendment) Act (No. 57 of 1952).
2. Reserve and Auxiliary Air Forces Act (No. 62 of 1952).
3. Cantonments (Amendment) Act (No. 2 of 1954).
4. Shillong (Rifle Range and Umlong) Cantonments Assimilation of Laws Act (No. 31 of 1954).
5. Commander-in-Chief (Change of Designation) Act (No. 19 of 1955).
6. *Lok Sahayak Sena Act (No. 53 of 1956).
7. Territorial Army (Amendment) Act (No. 92 of 1956).

Education

1. Cinematograph (Amendment) Act (No. 19 of 1953).
2. Ancient and Historial Monuments and Archaeological Sites and Remains (Declaration of National Importance) Amendment Act (No. 3 of 1954).
3. Press (Objectionable Matter) Amendment Act (No. 13 of 1954).
4. Delivery of Books (Public Libraries) Act (No. 27 of 1954).
5. Press and Registration of Books (Amendment) Act (No. 55 of 1955).
6. University Grants Commission Act (No. 3 of 1956).
7. All-India Institute of Medical Sciences Act (No. 25 of 1956).
8. Newspaper (Price and Page) Act (No. 45 of 1956).
9. *Indian Institute of Technology (Kharagpur) Act (No. 51 of 1956).
10. Ancient and Historical Monuments and Archaeological Sites and Remains (Declaration of National Importance) Amendment Act (No. 70 of 1956).
11. Delivery of Books (Public Libraries) Amendment Act (No. 99 of 1956).

Fiscal and Finance

[NOTE—Acts marked with † under this heading, were treated as Bills other than Money or Financial Bills.]

1. Indian Tariff (Second Amendment) Act (No. 42 of 1952).
2. Appropriation (Railways) No. 2 Act (No. 43 of 1952).
3. Appropriation (No. 2) Act (No. 44 of 1952).
4. Indian Tariff (3rd Amendment) Act (No. 44 of 1952).
5. †Essential Goods (Declaration and Regulation of Tax on Sale or Purchase) Act (No. 52 of 1952).
6. Indian Tariff (Fourth Amendment) Act (No. 66 of 1952).
7. Sugar (Temporary Additional Excise Duty) Act (No. 67 of 1952).
8. Appropriation (No. 3) Act (No. 80 of 1952).
9. Appropriation (No. 1) Act (No. 1 of 1953).
10. Indian Tariff (Amendment) Act (No. 2 of 1953).
11. Union Duties of Excise (Distribution) Act (No. 3. of 1953).
12. Appropiration (Vote on Account) Act (No. 4 of 1953).
13. Appropriation (Railways) Act (No. 5 of 1953).
14. Appropriation (Railways) No. 2 Act (No. 6 of 1953).
15. Patiala and East Punjab States Union Appropriation Act (No. 7 of 1953).
16. Patiala and East Punjab States Union Appropriatio (Vote on Account) Act (No. 8 of 1953).
17. Appropriation (No. 2) Act (No. 9 of 1953).
18. Khadi and Other Handloom Industrier Development (Additional Excise Duty on Cloth) Act (No. 12 of 1953).
19. Appropriation (No. 3) Act (No. 13 of 1953).
20. Finance Act (No. 14 of 1953).
21. Central Excises and Salt (Amendment) Act (No. 15 of 1953).
22. Patiala and East Punjab States Union Appropriation (No. 2) Act (No. 17 of 1953).
23. The Indian Income-Tax (Amendment) Act (No. 25 of 1953).
24. Tea Act (No. 29 of 1953).
25. Appropriation (No. 4) Act (No. 33 of 1953).
26. Estate Duty Act (No. 34 of 1953).
27. Sea Customs (Amendment) Act (No. 35 of 1953).
28. Dhoties (Additional Excise Duty) Act (No. 39 of 1953).
29. Indian Tariff (Second Amendment) Act (No. 47 of 1953).
30. Indian Tariff (Third Amendment) Act (No. 48 of 1953).
31. Salt Cess Act (No. 49 of 1953).
32. Appropriation (No. 5) Act (No. 50 of 1953).
33. Patiala and East Punjab States Union Appropriation (No. 3) Act (No. 51 of 1953).
34. Appropriation Act (No. 5 of 1954).
35. Appropriation Railways Act (No. 6 of 1954).
36. Appropriation (Vote on Account) Act (No. 8 of 1954).
37. Appropriation (Railways) No. 2 Act (No. 11 of 1954).
38. Appropriation (No. 2) Act (No. 16 of 1954).
39. Finance Act (No. 17 of 1954).
40. Voluntary Surrender of Salaries Exemption from Taxation (Amendment) Act (No. 24 of 1954).
41. Indian Income Tax (Amendment) Act (No. 33 of 1954).
42. Central Excises and Salt (Amendment) Act (No. 34 of 1954).
43. Indian Tariff (Amendment) Act (No. 35 of 1954).
44. Madhya Bharat Taxes on Income (Validation) Act (No. 38 of 1954).
45. Indian Tariff (Second Amendment) Act (No. 39 of 1954).
46. Appropriation (No. 3) Act (No. 40 of 1954).
47. Taxation Laws (Extension to Jammu & Kashmir) Act (No. 41 of 1954).
48. Indian Tariff (Third Amendment) Act (No. 46 of 1954).
49. Appropriation (No. 4) Act (No. 47 of 1954).
50. Tea (Amendment) Act (No. 49 of 1954).
51. †Tea (Second Amendment) Act (No. 52 of 1954).
52. Andhra Appropriation Act (No. 56 of 1954).
53. †Imports and Exports (Control) Amendment Act (No. 2 of 1955)
54. Andhra Appropriation Act (No. 3 of 1955).
55. Andhra Appropriation (Vote on Account) Act (No. 4 of 1955)
56. Appropriation (Railways) Act (No. 5 of 1955).
57. Appropriation (Railways) No. 2 Act (No. 6 of 1955).
58. Appropriation Act (No. 7 of 1955).
59. Appropriation (Vote on Account) Act (No. 8 of 1955).
60. †Finance Commission (Miscellaneous Provisions) (Amendment) Act (No. 13 of 1955).
61. Appropriation (No. 2) Act (No. 14 of 1955).
62. Finance Act (No. 15 of 1955).
63. Medicinal and Toilet Preparations (Excise Duties) Act (No. 15 of 1955)
64. Hyderabad Export Duties (Validation) Act (No. 20 of 1955).
65. Indian Tariff (Amendment) Act (No. 27 of 1955).
66. †Land Customs (Amendment) Act (No. 365 of 1955).
67. Appropriation (No. 3) Act (No. 38 of 1955).
68. Indian Stamp (Amendment) Act (No. 43 of 1955).
69. Appropriation (No. 4) Act (No. 46 of 1955).
70. Appropriation (No. 5) Act (No. 47 of 1955).
71. Indian Tariff (Second Amendment) Act (No. 48 of 1955)
72. Indian Tariff (Third Amendment) Act (No. 49 of 1955).
73. Appropriation Act (No. 5 of 1956).
74. Voluntary Surrender of Salaries (Exemption from Taxation) Amendment Act (No. 6 of 1956).
75. Sales Tax Laws (Validation) Act (No. 7 of 1956).

76. Appropriation (Vote on Account) Act (No. 11 of 1956).
77. Appropriation (Railways) Act (No. 12 of 1956).
78. Appropriation (Railways) No. 2 Act (No. 13 of 1956).
79. Appropriation (Railways) No. 3 Act (No. 14 of 1956).
80. Appropriation (Railways) No. 4 Act (No. 15 of 1956).
81. Appropriation (Railways) No. 5 Act (No. 16 of 1956).
82. Finance Act (No. 18 of 1956)
83. Appropriation (No. 2) Act (No. 19 of 1956)
84. Travancore-Cochin Appropriation (Vote on Account) Act (No. 20 of 1956)
85. Travancore-Cochin Appropriation Act (No. 23 of 1956)
86. Indian Income-Tax (Amendment) Act (No. 26 of 1956)
87. †Indian Lac Cess (Amendment) Act (No. 35 of 1956).
88. Appropriation (No 3) Act (No. 43 of 1956).
89. Appropriation (No. 4) Act (No. 44 of 1956).
90. Travancore-Cochin Appropriation (No. 2) Act (No. 46 of 1956)
91. †Indian Cotton Cess (Amendment) Act (No. 50 of 1956).
92. †Public Debt (Amendment) Act (No. 57 of 1956).
93. Central Excises and Salt (Amendment) Act (No. 58 of 1956).
94. Indian Tariff (Amendment) Act (No. 64 of 1956)
95. Terminal Tax on Railway Passengers Act (No. 69 of 1956)
96. Central Sales Tax Act (No. 74 of 1956).
97. Finance (No. 2) Act (No. 76 of 1956).
98. Finance (No. 3) Act (No. 77 of 1956).
99. Central Excises and Salt (Second Amendment) Act (No. 81 of 1956).
100. Union Duties of Excise (Distribution) Amendment Act (No. 82 of 1956).
101. Appropriation (Railways) No. 6 Act (No. 83 of 1956).
102. Appropriation (Railways) No. 7 Act (No. 84 of 1956).
103. Appropriation (No. 5) Act (No. 85 of 1956)

Health

1. Drugs and Magic Remedies (Objectionable Advertisements) Act (No. 21 of 1954).
2. *Prevention of Food Adulteration Act (No.37 of 1954).
3. Drugs (Amendment) Act (No. 11 of 1955).
4. Dentist (Amendment) Act (No. 12 of 1955).
5. *Delhi Joint Water and Sewage Board (Amendment) Act (No. 34 of 1955).
6. Spirituous Preparation (Inter-State Trade and Commerce) Control Act (No. 39 of 1955).
7. St. John Ambulance Association (India) Transfer of Funds Act (No. 21 of 1956).
8. Indian Red Cross Society (Amendment) Act (No. 22 of 1956)
9. *Indian Medical Council Act (No. 102 of 1956).

Judiciary

1. Mysore High Court (Extension of Jurisdiction to Coorg) Act (No. 72 of 1952).
2. Travancore-Cochin High Court (Amendment) Act (No. 38 of 1953).
3. Calcutta High Court (Extension of Jurisdiction) Act (No. 41 of 1953).
4. *Manipur Court-Fees (Amendment) And (Validation) Act (No. 44 of 1953).
5. *High Court Judges (Conditions of Service) Act (No. 29 of 1954).
6. *Manipur (Courts) Act (No. 56 of 1955).
7. *Supreme Court (Number of Judges) Act (No. 55 of 1956).

Labour

1. Employees' Provident Funds (Amendment) Act (No. 37 of 1953).
2. Industrial Disputes (Amendment) Act (No. 43 of 1953)
3. Factories (Amendment) Act (No. 25 of 1954).
4. Minimum Wages (Amendment) Act (No. 26 of 1954)
5. Industrial Disputes (Amendment) Act (No. 48 of 1954)
6. Working Journalists (Industrial Disputes) Act (No. 1 of 1955).
7. Industrial Disputes (Appellate Tribunal) Amendment Act (No. 29 of 1955)
8. Industrial Disputes (Banking Companies) Decision Act (No. 41 of 1955)
9. Working Journalists (Conditions of Service and Miscellaneous Provisions) Act (No. 45 of 1955)
10. Industrial Disputes (Amendment and Miscellaneous Provisions) Act (No. 36 of 1956).
11. Industrial Disputes (Amendment) Act (No. 41 of 1956).
12. Employees' Provident Funds (Amendment) Act (No. 94 of 1956).

Legal

1. Saurashtra (Abolition of Local Customs Duties and Imposition of Port Development Levy) Repealing Act (No. 39 of 1952).
2. Criminal Law Amendment Act (No. 46 of 1952).
3. Repealing and Amending Act (No. 48 of 1952).
4. Notaries Act (No. 53 of 1953).

5. Code of Criminal Procedure (Second Amendment) Act (No. 64 of 1952).
6. Code of Civil Procedure (Amendment) Act (No. 71 of 1952).
7. Repealing and Amending Act (No. 42 of 1953).
8. Code of Criminal Procedure (Amendment) Act (No. 26 of 1955).
9. Prisoners (Attendance in Courts) Act (No. 32 of 1955).
10. Negotiable Instruments (Amendment) Act (No. 37 of 1955).
11. Abolition of Whipping Act (No. 44 of 1955).
12. Railways Stores (Unlawful Possession) Act (No. 51 of 1955).
13. Bar Councils (Validation of State Laws) Act (No. 4 of 1956).
14. Code of Criminal Procedure (Amendment) Act (No. 39 of 1956).
15. Code of Civil Procedure (Amendment) Act (No.66 of 1956).

Parliamentary

1. Delimitation Commission Act (No. 81 of 1952).
2. *Salaries and Allowances of Officers of Parliament Act (No. 20 of 1953).
3. Vindhya Pradesh Legislative Assembly (Prevention of Disqualification) Act (No. 28 of 1953).
4. Prevention of Disqualification (Parliament and Part C State Legislatures) Act (No. 1 of 1954).
5. Prevention of Disqualification (Parliament and Part C State Legislatures) Amendment Act (No. 19 of 1954).
6. *Salaries and Allowances of Members of Parliament Act (No. 30 of 1954).
7. Prevention of Disqualification (Parliament and Part C State Legislatures) Second Amendment Act (No. 53 of 1954).
8. Delimitation Commission (Amendment) Act (No. 9 of 1954).
9. Salaries and Allowances of Members of Parliament (Amendment) Act (No. 9 of 1955).
10. Prevention of Disqualification (Parliament and Part C State) Amendment Act (No. 52 of 1955)
11. Representation of the People (Amendment) Act (No. 2 of 1956).
12. Parliamentary Proceedings (Protection of Publication) Act (No. 24 of 1956).
13. Representation of the People (Second Amendment) Act (No. 27 of 1956).
14. Representation of the People (Third Amendment) Act (No. 60 of 1956).
15. Representation of the People (Fourth Amendment) Act (No. 72 of 1956).
16. Representation of the People (Miscellaneous Provisions) Act (No. 88 of 1956).

Refugee and Rehabilitation

1. Displaced Persons (Claims) Act (No. 40 of 1952).
2. West Bengal Evacuee Property (Tripura Amendment Act (No. 75 of 1952).
3. Influx from Pakistan (Control) Repealing Act (No. 76 of 1952).
4. Administration of Evacuee Property (Amendment) Act (No. 11 of 1953).
5. *Rehabilitation Finance Administration (Amendment) Act (No. 36 of 1953)
6. *Displaced Persons (Claims) Supplementry Act (No. 12 of 1954).
7. *Transfer of Evacuee Deposits Act (No. 15 of 1950)
8. Administration of Evacuee Property (Amendment) Act (No. 42 of 1954).
9. *Displaced Persons (Compensation and Rehabilitation) Act (No. 44 of 1954).
10. Diplaced Persons (Compensation and Rehabilitation) Amendment Act (No. 86 of 1956).
11. Administration of Evacuee Property (Amendment) Act (No. 91 of 1956).

Social

1. Abducted Persons (Recovery and Restoration) Amendment Act (No. 77 of 1952).
2. Abducted Persons (Recovery and Restoration) Amendment Act (No. 4 of 1954).
3. Muslim Wakfs Act (No. 29 of 1954).
4. Special Marriage Act (No. 43 of 1954).
5. Untouchability (Offences) Act (No. 22 of 1955).
6. Hindu Marriage Act (No. 25 of 1955).
7. Abducted Persons (Recovery and Restoration) Continuance Act (No. 30 of 1955).
8. Durgah Khwaja Sahib Act (No. 36 of 1955).
9. Prize Competition Act (No. 42 of 1955).
10. Hindu Succession Act (No. 30 of 1956).
11. Hindu Minority and Guardianship Act(No.32 of 1956)
12. Abducted Persons (Recovery and Restoration) Continuance Act (No. 65 of 1956).
13. Hindu Marriage (Amendment) Act (No. 73 of 1956).
14. Hindu Adoption and Maintenance Act (No.78 of 1956)
15. Young Persons (Harmful Publications) Act (No. 93 of 1956).
16. Slum Areas (Improvement and Clearance) Act (No. 96 of 1956).
17. Suppression of Immoral Traffic in Women and Girls Act (No. 104 of 1956).

18. Women's and Children's Institutions (Licensing) Act (No. 105 of 1956).

Transport and Communications

1. Calcutta Port (Amendment) Act (No. 41 of 1952).
2. Indian Ports (Amendment) Act (No. 55 of 1952).
3. Indian Lighthouse (Amendment) Act (No. 10 of 1953).
4. Indian Merchant Shipping (Amendment) Act (No. 23 of 1953).
5. Delhi Road Transport Authority (Amendment) Act (No. 24 of 1953).
6. *Air Corporations Act (No. 27 of 1953).
7. Telegraph Wires (Unlawful Possession) (Amendment) Act (No. 53 of 1953).
8. Control of Shipping (Amendment) Act (No. 9 of 1954).
9. Air Corporations (Amendment) Act (No. 10 of 1954).
10. *Barsi Light Railway Company (Transferred Liabilities) Act (No. 14 of 1954).
11. Indian Railways (Amendment) Act (No. 22 of 1954).
12. Indian Railways (Amendment) Act (No. 17 of 1955).
13. Control of Shipping (Continuance) Act (No. 10 of 1956).
14. *National Highways Act (No. 48 of 1956).
15. *Indian Posts Office (Amendment) Act (No. 54 of 1956).
16. Indian Railways (Amendment) Act (No. 59 of 1956).
17. Road Transport Corporations (Amendment) Act (No. 87 of 1956).
18. Motor Vehicles (Amendment) Act (No. 100 of 1956)

Ind. Branch
Lok Sabha Secretariat.

	1st Session	2nd Session	3rd Session	4th Session	5th Session	6th Session
No. of Sittings during which Bills were considered	29	27	35	31	27	39
No. of Bills introduced	32 [1]	32	27 [1]	7[1]	13 [3]	18 [15]
No. of Bills circulated for eliciting opinion	2	Nil	Nil	Nil	Nil	Nil
No. of Bills referred to J/S Committee	8	5	2	1	Nil	2
No. of Bills considered	33	21	30	6	26	36
No. of Bills withdrawn	Nil	1	3	1	Nil	1
No. of Bills passed	27	17*	29	5	24	29
No. of Bills pending at the end of Session	7	22	26	27	19	22
No. of Amendments tabled	363	232	695	1,262	532	389
No. of Amendments moved	154†	87 (16 not put to vote etc.)	177 (5 not put to vote etc.)	515	248	134 (6 not put to vote etc.)
No. of Bills withdrawn	12	6	28	38	24	15
No. of Amendments accepted	15	22	44	85	89	46
No. of Amendments negatived	120	42	100	265	117	58 (9 in addition were barred)
Largest No. of amendments tabled by any one Member	64	39	58	69	30	27
Name of the Member	Shri K. K. Basu	Shri A. C. Guha	Shri Jaipal Singh	Shri Tulsidas Kilachand	Shri T. B. Vittal Rao	Shri K. K. Basu

NOTE.— Figures in paranthesis show the number of Bills passed by the Council of States (Rajya Sabha) and laid

*Includes one Bill which was introduced in the Rajya Sabha.

†Includes 7 amendments not pressed.

MENT BILLS

7th Session	8th Session	9th Session	10th Session	11th Session	12th Session	13th Session	14th Session
29	24	31	47	18	46	44	25
12[4]	12 [2]	22 [6]	21 [2]	15 [5]	24 [4]	16 [2]	23
Nil	Nil	Nil	Nil	Nil	Nil	Nil	Nil
3	2	4	6	Nil	4	6	
15	15	29	25	24	34	38	
1	1	1	1	Nil	2	Nil	Nil
13	13	26	18	18	29	32	
24	24	26	31	33	33	19	9
793	802	1,247	1,437	395	1,111	1,446	505
327	405 (68 not put to vote etc.)	722	823	253 (1 not put to vote)	698	646	231 (27 not pressed)
107	3	34	10	12	126		18
36	60	107	311	23	98		110
152	237 (15 were barred)	580 (1 was barred)	323	215 (2 were barred)	476 (14 were barred)	201 (9 were barred)	124 (5 barred)
55	189	154	241	63	125	71	45
Pt. Thakur Das Bhargava	Shri R. D. Mishra.	Pt. Thakur Das Bhargava	Shri C. D. Deshmukh	Pt. Thakur Das Bhargava	Shri Sadhan Chandra Gupta	Shri G. B. Pant	Pt. Thakur Das Bhargava.

on the Table of Lok Sabha.

	1st Session	2nd Session	3rd Session	4th Session	5th Session	6th Session
No. of sittings during which Private Members' Bills were considered	1	1	2	3	2	5
No. of Bills introduced	22	Nil	Nil	14	22	16
No. of Bills considered	5	1	3	3	2	10
No. of Bills withdrawn	1	Nil	2	1	Nil	1
No. of Bills negatived	Nil	Nil	1	Nil	Nil	Nil
No. of Bills referred to J/S Committee	Nil	Nil	1	Nil	Nil	Nil
No. of Bills circulated for eliciting opinion	1	Nil	Nil	1	Nil	1
No. of Bills passed	Nil	Nil	Nil	Nil	Nil	1
No. of Bills pending at the end of Session	20	20	17	30	51	64
No. of Amendments Tabled	38	1	21	47	16	34
No. of Amendments moved	2	1	1	3	1	1
No. of Amendments withdrawn	Nil	Nil	Nil	Nil	Nil	Nil
No. of Amendments accepted	Nil	Nil	Nil	1	Nil	1
No. of Amendments negatived	1	Nil	1	Nil	Nil	1
Largest No. of amendments tabled by one Member	14	Nil	9	7	5	7
Name of the Member	Shri Shanker Rao Telkiker		Shri Raghunath Singh	Shri H. C. Heda	Shrimati Jayashri Raiji	Shri D. C. Sharma

NOTE.— Figures in paranthesis show the number of Bills passed by the Rajya Sabha and laid on the Table of the House.

*Three Bills removed from the Register of Pending Bills under Rule 150(b).

**One Bill lapsed due to the death of the Member-in-charge.

***One Bill removed from the Register of Pending Bills.

†Of the two Bills, amendments made by the Rajya Sabha to one Bill viz., The Indian Registration (Amendment) Bill, as passed by Lok Sabha, were agreed to.

7th Session	8th Session	9th Session	10th Session	11th Session	12th Session	13th Session	14th Session
2	3	5	4	2	7	3	3
13	8	3	7	4	11 [1]	8 [1]	7 [1]
3	7	8	10	4	11	8	6
Nil	Nil	2	5	1	3	2	1
Nil	1	3	2	2	4	2	1
Nil	Nil	Nil	1	Nil	1	6	Nil
Nil	Nil	1	Nil	Nil	Nil	Nil	Nil
Nil	Nil	Nil	Nil	1	2†	1	3
77	81*	79	78	77**	79***	83	74****
3	1	24	26	13	41	12	3
Nil	Nil	3	Nil	Nil	13	5	1
Nil	Nil	1	Nil	Nil	3	2	Nil
Nil	Nil	Nil	Nil	Nil	2	4	Nil
Nil	Nil	1	Nil	Nil	8	1	1
2	1	6	16	12	8	3	
Pt. Thakur Das Bhargava	Shri Nageshwar Prasad Sinha	Shri Nikunja Behari Chowdhury	Shri B. Pocker	Shri B. Pocker	Shri Nand Lal Sharma	Shri R. D. Mishra	No Member moved more than one amendment.

****(i) Three Bills removed from the Register under direction of the Speaker as the Act which they sought to amend was repealed;

(ii) Nine Bills removed from the Register as indentical Bills had been passed by the House.

STATEMENT REGARDING PRIVATE MEMBERS' BILLS DURING THE FIRST PARLIAMENT

[Up to the end of 14th Session]

Title	Name of the Member in Charge	Date of debate	Remarks
1	2	3	4
First Session			
1. The Indian Penal Code (Amendment) Bill (Amendment of Section 497).	Sh. Fulsinhji B. Dabhi	30-7-52	The Bill was withdrawn on 30-7-52.
2. The Sterilisation of the Unfit Bill	Sh. S. V. Ramaswamy	30-7-52	Motion for consideration was negatived on 30-7-52.
3. The Muslim Wakfs Bill	Sh. Mohd. Ahmad Kazmi	30-7-52	Motion for circulation was adopted on 30-7-52.
4. The Indian Penal Code (Amendment) Bill (Amendment of Section 302).	Sh. Mohd. Ahmad Kazmi	30-7-52	Introduced on 16-7-52. Motion for reference of the Bill to a Select Committee withdrawn on 30-7-52.
5. The Indian Penal Code and the Code of Criminal Procedure (Amendment) Bill.	Pandit Thakur Das Bhargava	30-7-52	General discussion started on 30-7-52.
Second Session			
1. The Indian Penal Code and the Code of Criminal Procedure (Amendment) Bill.	Pt. Thakur Das Bhargava	11-12-52	Discussion continued from the First Session.
Third Session			
1. The Indian Penal Code and the Code of Criminal Procedure (Amendment) Bill.	Pt. Thakur Das Bhargava	13-3-53	Discussion continued from the Second Session.
2. The Muslim Wakfs Bill	Syed Mohammed Ahmad Kazmi.	13-3-53	Motion for reference to Select Committee made.
Fourth Session			
1. The Orphanages Bill	Shri M. L. Dwivedi	14-8-53	General Discussion.
2. The Code of Criminal Procedure (Amendment) Bill, 1952.	Shri S. V. Ramaswamy	28-8-53	Motion for circulation.
3. The Dowry Restraint Bill, 1952	Shrimati Uma Nehru	28-8-53 11-9-53	General Discussion.
Fifth Session			
1. The Dowry Restraint Bill, 1952	Shrimati Uma Nehru	27-11-53	General Discussion (contd.); Bill withdrawn.
2. The Indian Cattle Preservation Bill, 1952.	Seth Govind Das	27-11-53 11-12-53	General discussion; not concluded.

1	2	3	4
Sixth Session			
1. The Indian Cattle Preservation Bill, 1952.	Seth Govind Das .	26-2-54	General discussion. Debate adjourned till the next session.
2. The Muslim Wakfs Bill .	Syed Mohd. Ahmad Kazmi .	12-3-54	General discussion, clause by clause consideration and Third Reading done ; the Bill was passed.
3. The Indian Penal Code (Amendment) Bill (Amendment of Section 302)	Syed Mohd. Ahmad Kazmi .	12-3-54 26-3-54	Bill withdrawn by leave of House.
4. The Code of Criminal Procedure (Amendment) Bill (Repeal of Sections 266, 267, etc. and amendment of sections 272, 375 etc.)	Shri S. V. Ramaswamy .	12-3-54	Motion for circulation negat
5. The Indian Registration (Amendment) Bill (Amendment of Section 21).	Shri S. V. Ramaswamy .	26-3-54	Motion for circulation negativ
6. The Indian Arms (Amendment) Bill (Amendment of Sections 1 and 26 and insertion of new Sections 17-A and 34).	Shri Uma Charan Patnaik .	26-3-54 9-4-54	Motion for circulation adopte
7. The Code of Criminal Procedure (Amendment) Bill (Omission of Sections 268, 284 and 309 and amendment of Section 286 etc.)	Shri Khub Chand Sodhia .	26-3-54	General discussion ; the debat on the Bill was adjourned.
8. The Suppression of Immoral Traffic and Brothels Bill.	Shrimati Maniben Patel .	23-4-54	General discussion; Debate adjourned to a non-official d during the next session.
9. The Punishment for Adulteration of Foodstuffs Bill.	Shri Banarsi Prasad Jhunjhunwala.	23-4-54	General discussion ; debate adjourned to a non-official day during the next session.
10. The Women's and Children's Institutions Licensing Bill.	Shrimati Maniben Patel .	23-4-54	General discussion : debate not concluded.
Seventh Session			
1. The Women's and Children's Institutions Licensing Bill.	Shrimati Maniben Patel .	3-9-54	General discussion ; debat adjourned.
2. The Essential Supplies (Temporary Powers) Amendment Bill.	Pandit Thakur Das Bhargava	3-9-54 17-9-54	General discussion; del adjourned.
3. The Prohibition of Manufacture and Sale of Vanaspati Bill.	Shri Jhulan Sinha	17-9-54	General discussion; not co ed.
Eighth Session			
1. The Prohibition of Manufacture and Sale of Vanaspati Bill.	Shri Jhulan Sinha. .	26-11-54	General discussion conti the motion for consider negatived.
2. The Indian Arms (Amendment) Bill (Amendment of Sections 1 and 26 and insertion of new sections 17A and 34).	Shri Uma Charan Patnaik.	10-12-54	General discussion resu debate adjourned.
3. The Women's and Children's Institutions Licensing Bill.	Shrimati Uma Nehru.	10-12-54 24-12-54	General Discussion; de adjourned.
4. The Indian Penal Code (Amendment) Bill (Insertion of new Section 294B).	Shri Nageshwar Prasad Sinha.	24-12-54	General discussion; del adjourned.

1	2	3	4
5. Payment of Wages Bill (Amendment of Sections 2 and 17 and insertion of new Section 27).	Dr. N.B. Khare.	24-12-54	General discussion; debate adjourned.
6. Indian Medical Council (Amendment) Bill (Amendment of Sections 3, 5 and 8 etc.)	Sardar Amar Singh Saigal .	24-12-54	General discussion; debate adjourned.
Prevention of Free, Forced or Compulsory Labour Bill, 1954.	Shri Diwan Chand Sharma.	24-12-54	General discussion; not concluded.
Ninth Session			
Prevention of Free, Forced or Compulsory Labour, Bill,1954.	Shri Diwan Chand Sharma .	4-3-55	General discussion resumed; Bill withdrawn by leave of the House.
2. The Women's and Children's Institutions Licensing Bill, 1953.	Shrimati Jayashri Raiji.	4-3-55	General discussion resumed; debate adjourned.
3. The Indian Trade Union (Amendment) Bill, 1953 (Insertion of new Section 15A).	Shri K. Ananda Nambiar.	4-3-55 18-3-55	General Discussion; Bill negatived by leave of the House.
4. The Prevention of Corruption (Amendment) Bill, 1954 (Amendment of Section 5).	Shri Uma Charan Patnaik.	18-3-55 2-4-55	Motion for circulation adopted.
5. The Indian Cattle Preservation Bill, 1952.	Seth Govind Das.	2-4-55	Bill negatived.
6. The Caste Distinctions Removal Bill, 1954.	Shri Fulsinhji B. Dabhi.	15-4-55 29-4-55	General discussion; Bill negatived on 29-4-55.
7. The Chartered Accountants (Amendment) Bill, 1953 (Amendment of Sections 2, 4, etc.)	Shri C. R. Narasimhan	29-4-55	General discussion; Bill withdrawn by leave of the House.
8. The Code of Criminal Procedure (Amendment) Bill, 1953 (Amendment of Section 435).	Shri Raghunath Singh. .	29-4-55	General discussion; not concluded.
Tenth Session			
1. The Code of Criminal Procedure (Amendment) Bill, 1953 (Amendment of Section 435).	Shri Raghunath Singh. .	5-8-55	Debate adjourned.
The Indian Registration (Amendment) Bill, 1952 (Insertion of new Section 20A).	Shri S. C. Samanta .	5-8-55	Bill withdrawn by leave of the House.
The Benaras Hindu University (Amendment) Bill, 1954 (Amendment of Section 17).	Shri Raghunath Singh.	5-8-55	Consideration motion negatived.
4. The Indian Majority (Amendment) Bill, 1953 (Amendment of Section 3).	Shri Jhulan Sinha.	5-8-55	Bill withdrawn by leave of the House.
5. The Titles and Gifts from Foreign States (Penalty for Acceptance) Bill, 1953.	Shri C. R. Narasimhan.	5-8-55 19-8-55	Bill withdrawn by leave o the House.
6. Prevention of Juvenile Vagrancy and Begging Bill, 1952.	Shri M. L. Dwivedi. .	19-8-55 2-9-55	Bill withdrawn by leave of the House.

1	2	3	4
7. The Advanced Age Marriage Restraint Bill, 1954.	Shri Diwan Chand Sharma.	2-9-55	Consideration motion negatived.
8. The Funeral Reforms Bill, 1954.	Shri Shankar Rao Telkikar.	2-9-55 30-9-55	Motion for circulation negatived.
9. The Punishment for Adulteration of Foodstuffs Bi l.	Shri B. P. Jhunjhunwala.	2-9-55	Bill withdrawn by leave of the House.
10. The Indian Converts (Regulation and Registration) Bill, 1954.	Shri Jethalal Harikrishna Joshi	30-9-55	Discussion not concluded.
Eleventh Session			
1. The Indian Converts (Regulation and Registration) Bill, 1954.	Shri Jethalal Harikrishna Joshi	2-12-55	Discussion resumed; Motion for consideration negatived.
2. The Workmen's Compensation (Amendment) Bill, 1955 (Insertion of new Section 3-A).	Shrimati Renu Chakravartty.	2-12-55 16-12-55	Motion for consideration negatived.
3. The Indian Registration (Amendment) Bill, 1955 (Amendment of Section 2 etc.)	Shri S. C. Samanta	16-12-55	General discussion; clause by clause consideration over; Third reading done and the Bill passed
4. The Motor Vehicles (Amendment) Bill, 1955 (Substitution of Section 65 etc.)	Shri T. B. Vittal Rao.	16-12-55	Motion for consideration moved but mover's speech not finished.
Twelfth Session			
1. The Motor Vehicles (Amendment) Bill, 1955 (Substitution of Section 65 etc.)	Shri T. B. Vittal Rao.	16-12-55	Discussion resumed; Bill negatived on 24-2-56.
2. The Sri Kashi Vishwanath Mandir Bill.	Shri Raghunath Singh.	24-2-56 9-3-56	General discussion held; Bill withdrawn on 9-3-56 by leave of the House.
3. The Indian Railway (Amendment) Bill, 1955 (Omission of Sections 71A, 71B, etc. and amendment of sections 71C, 71D etc.)	Shri K. Ananda Nambiar.	9-3-56	Bill negatived after a general discussion.
4. The Factories (Amendment) Bill (Substitution of Section 59).	Shrimati Renu Chakravartty.	9-3-56 23-3-56	Bill negatived on 23-3-56 after general discussion
5. The Indian Registration (Amendment) Bill (Consideration of amendments made by Rajya Sabha)	Shri S. C. Samanta.	23-3-56	Amendments made by the Rajya Sabha to the Bill as passed by Lok Sabha agreed to.
6. The Proceedings of Legislatures (Protection of Publication) Bill.	Shri Feroze Gandhi.	23-3-56 6-4-56	On an amendment moved by Shri S. R. Rane, the Bill was referred to the Select Committee on 6-4-56.
7. The Proceedings of Legislatures (Protection of Publication) Bill (As reported by Select Committee).	Shri Feroze Gandhi.	4-5-56	General discussion on the Bill was held, followed by clause by clause consideration and third reading. The Bill was passed with a change in the title reading "The Proceedings of Parliament (Protection of Publication) Bill, 1956".
8. The Indian Penal Code (Amendment) Bill (Amendment of Section 429).	Pandit Thakur Das Bhargava.	6-4-56 20-4-56	Bill withdrawn by leave of the House on 20-4-56.

1	2	3	4
9. The Electricity (Supply) Amendment Bill.	Shri Sadhan Chandra Gupta.	20-4-56 4-5-56	Bill withdrawn by leave of the House on 4-5-56.
10. The Mines (Amendment) Bill .	Shri T. B. Vittal Rao.	4-5-56 18-5-56	Negatived on 18-5-56.
11. The Indian Adoption of Children Bill.	Shrimati Jayashri Raiji.	18-5-56	Debate not concluded.
Thirteenth Session			
1. The Ex-army Personnel's Litigation Bill.	Dr. N. B. Khare.	27-7-56	Negatived on 27-7-56.
2. The Indian Penal Code (Amendment) Bill (Amendment of Section 497).	Shri F. B. Dabhi.	27-7-56 10-8-56	Negatived on 10-8-56.
3. The Indian Adoption of Children Bill	Shrimati Jayashri Raiji	27-7-56	Continued from 18-5-56; Bill withdrawn by leave of the House on 27-7-56.
4. Unemployment Relief Bill.	Shri V. P. Nayar	10-8-56	Motion for circulation negatived on 10-8-56.
5. Constitution (Amendment of Sixth Schedule) Bill.	Shrimati B. Khongmen.	24-8-56	Withdrawn by leave of the House on 24-8-56.
6. Criminal Law (Amendment) Bill .	Shri Mukand Lal Agrawal .	24-8-56	Debate not concluded.
7. The Code of Criminal Procedure (Amendment) Bill (Amendment of Section 435).	Shri Raghunath Singh .	27-7-56	Discussion resumed; clause by clause consideration done; followed by third reading. The Bill was passed.
8. Women's and Children's Institutions Licensing Bill.	Her Highness Rajmata Kamlendu Mati Shah.	24-8-56	On an amendment moved by Pandit Thakur Das Bhargava, the Bill was referred to the Select Committee on 24-8-56.
Fourteenth Session			
1. Criminal Law (Amendment) Bill .	Shri Mukand Lal Agrawal .	23-11-56	Bill was negatived.
2. Ancient and Historical Monuments and Archaeological Sites and Remains (Amendment) Bill.	Shri Balwant Sinha Mehta .	7-12-56	General Discussion; clause by clause consideration; third reading and passing.
3. Hindu Marriage (Amendment) Bill (Amendment of Section 10).	Shrimati Uma Nehru .	7-12-56	General Discussion; clause by clause consideration; third reading and passing.
4. Women's and Children's Institutions (Licensing) Bill.	Rajmata Kamlendu Mati Shah	7-12-56	General discussion; clause by clause consideration; third reading and passing.
5. Motor Transport Labour Bill .	Shri A. K. Gopalan	7-12-56 21-12-56	General discussion; Bill withdrawn by leave of the House.
6. Code of Civil Procedure (Amendment) Bill (Omission of Section 87B).	Shri M. L. Dwivedi .	21-12-56	General discussion; debate not concluded.

VI

IMPORTANT STATEMENTS MADE BY MINISTERS IN THE LOK SABHA UPTO THE END OF THE FOURTEENTH SESSION

[Arranged Ministry-wise]

Designation of the Minister making the Statement	Name of the Session	Date on which statement made	Subject matter of the statement	Time involved
1	2	3	4	5
				H. M.
Prime Minister . .	First Session .	24-7-52	Jammu & Kashmir.	1 15
		8-8-52	Recruitment in India of Gurkha Soldiers in the British Army.	0 8
	Second Session .	10-11-52	Business of the House.	0 4
		19-11-52	Commonwealth Economic Conference .	0 5
		21-11-52	Korean Issue in the United Nations .	0 5
		27-11-52	Industrial Finance Corporation (Amendment) Bill, 1952.	0 9
		19-12-52	Formation of Andhra State.	0 2
		20-12-52	Corruption among public servants	0 20
	Third Session .	25-3-53	Formation of Andhra State.	0 11
		24-4-53	Labour Dispute at the Hindustan Shipyard, Visakhapatnam.	0 3
		6-5-53	[1]Points raised in the House with reference to the Speech of the Minister of Law regarding Certificate of the Speaker on the Income-Tax (Amendment) Bill, 1952.	0 14
		15-5-53	Foreign Affairs.	0 12
	Fourth Session .	10-8-53	Developments in Kashmir.	0 15
		17-8-53	Foreign Affairs.	0 15
	Fifth Session .	22-12-53	Appointment of a Commission for the reorganisation of the States of the Indian Union.	0 5
	Sixth Session .	1-3-54	Military aid by the U. S. A. to Pakistan	0 21
		16-3-54	Korea.	0 5
		24-4-54	Indo-China.	0 16
	Seventh Session .	25-8-54	International Affairs.	0 25
	Ninth Session .	30-4-55	Asian-African Conference held at Bandung.	0 26
		4-5-55	The deportation by the Portuguese authorities of Goa Satyagrahis.	0 9
	Tenth Session .	25-7-55	Goa.	0 19
		2-8-55	Crash of Air India International Constellation Aircraft "Kashmir Princess" in South China Seas on the 11th April, 1955.	0 5

[1]The statement was made by the Prime Minister on behalf of the Minister of Law and Minority Affairs.

1	2	3	4	5
				H. M.
		3-8-55	Maltreatment of Shri S. M. Nandedkar by the Portuguese authorities.	0 1
		4-8-55	Incident on the Goa border on the 3rd August, 1955. [Made by Shri G. B. Pant, on behalf of the Prime Minister].	0 3
		16-8-55	Goa.	0 1
		17-8-55	Goa.	0 9
		18-8-55	(*i*) Goa Satyagrahis (*ii*) Situation in Tuensang Division of the North East Frontier Agency	0 7
		30-9-55	[a]North East Frontier Agency.	0 4
		1-10-55	Arrangements made for looking after India's interests in Portugal.	0 3
	Eleventh Session .	5-12-55	Joint statement reported to have been issued by the U. S. Secretary of State and the Portuguese Foreign Minister regarding Portuguese Provinces in the Far East.	..
	Twelfth Session .	12-3-56	Leakage of Budget Proposals.	0 16
		20-3-56	Foreign Affairs.	0 29
		30-4-56	Resolution of the Government of India on Industrial Policy.	0 22
	Thirteenth Session	31-7-56	Recent Commonwealth Prime Ministers' Conference held in London and the Prime Minister's visit to other countries abroad.	0 14
		8-8-56	Suez Canal Issue.	0 20
		11-9-56	Netaji Inquiry Committee Report.	0 7
	Fourteenth Session	16-11-56	International Situation.	0 17
Minister of Education	Fourteenth Session	20-12-56	[a]Buddha Jayanti Samiti.	0 3
Minister of Home Affairs	First Session . .	22-7-52	Floods in Assam.	0 9
	Third Session .	10-3-53	Incidents which took place at Bara Tuti, Delhi, on the 8th March, 1953.	0 8
		16-3-35	Formation of Andhra State.	0 2
	Fifth Session .	15-12-53	Elections in Travancore-Cochin & PEPSU	0 3
		19-12-53	Press (Objectionable Matters) Bill, 1953 .	0 10
	Seventh Session .	24-8-54	Floods in North Bihar, Assam, West Bengal and Uttar Pradesh.	0 14
	Ninth Session .	12-3-55	Incident during Prime Minister's visit at Nagpur.	0 4
	Tenth Session .	4-8-55	[a]Incident on the Goa border on the 3rd August, 1955.	0 3
	Thirteenth Session	31-7-56	Situation in Naga Hills.	0 10
		13-9-56	Point of privilege raised by Shri V. G. Deshpande on the 12th September, 1956.	0 22

[a] Statement was made by the Prime Minister in reply to a Notice for Calling Attention. Although the member concerned was absent, the Prime Minister made the statement *suo motu*.

The statement was made by the Parliamentary Secretary attached to the Minister of Education.

Statement was made by the Home Minister, Shri G. B. Pant, on behalf of the Prime Minister.

1	2	3	4	5 H.	M.
Minister of Finance .	Second Session .	21-11-52	[4]Correction in the statement made by Shri C. D. Deshmukh on the 10th November, 1952, regarding Estate Duty Bill.	0	2
		10-12-52	[5]Supplementary Demands for Grants.	0	6
		17-12-52	(i) Commonwealth Economic Conference (ii) Industrial Finance Corporation (Amendment) Bill, 1952	0	12
	Sixth Session .	18-2-54	Commonwealth Finance Ministers' Conference held in Sydney.	0	11
		24-2-54	Setting up of a Corporation to assist in the development of Industries operated by private enterprise.	0	3
		15-3-54	[6]Revision in the rate of interest on the loans being advanced by the Rehabilitation Finance Administration.	0	1
	Seventh Session .	11-9-54	The Indian Tariff (Second Amendment) Bill, 1954.	0	6
	Ninth Session .	14-2-55	Agreement between the Government of India and the Industrial Credit and investment Corporation.	0	3
		3-5-55	Reduction in ImportDuties on CottonTextiles	0	1
	Twelfth Session .	3-3-56	Printing error in the Finance Bill.	0	2
	Thirteenth Session	30-8-56	[7]Further progress made in regard to Nationalization of Insurance.	0	14
	Fourteenth Session	30-11-56	Economic situation in the country and certain proposals for taxation.	0	29
Minister of Planning and Irrigation and Power.	Seventh Session	3-9-54	Floods in the country.	0	12
	Tenth Session .	2-8-55	Floods in Uttar Pradesh.	0	7
		18-8-55	Flood situation in Assam, Bihar, West Bengal and Uttar Pradesh.	0	8
		13-9-55	Accident in the Hirakud Dam Project on the 12th September, 1955.	0	1
	Thirteenth Session	27-7-56	Flood situation in the country	0	4
	Fourteenth Session	12-12-56	Flood situation in the country.	0	6
Minister of Defence .	Tenth Session .	29-9-55	Transactions referred to in the Fourteenth Report of the Public Accounts Committee.	0	4
Minister of Commerce and Industry.	Second Session .	20-12-52	Price of Soda Ash.	0	6
	Ninth Session .	7-5-55	Position of Textile Industry in Pondicherry.	0	4
Minister of Law and Minority Affairs.	Tenth Session .	5-8-55	Appointment of Law Commission.	0	5
	Twelfth Session .	23-5-56	Exodus of Hindus from East Pakistan into India.	0	4
Minister of Railways .	Third Session .	2-5-53	Accident to the Nainital Express .	0	3
	Seventh Session .	24-9-54	Reconstruction and Reorganisation of the Railway Board.	0	3
		29-9-54	The Railway disaster in Hyderabad.	0	10
	Ninth Session .	22-3-55	[8]Accident to the Frontier Mail.	0	3

4, 5 & 6. These statements were made by the Deputy Minister of Finance.
[7] The statement was made by the Minister of Revenue and Civil Expenditure.
[8]The statement was made by the Deputy Minister of Railways and Transport.

1	2	3	4	5
				H. M.
	Eleventh Session .	10-12-55	[9]Damage to Railway Property on account of cyclone in Madras.	
	Thirteenth Session	5-9-56	Accident to the Secunderabad-Dronachallem Passenger Train on the midnight of September 1, 1956.	0 26
		13-9-56	Further statement regarding the accident to the Secunderabad-Dronachallem Passenger Train on the midnight of September 1, 1956.	0 11
	Fourteenth Session	23-11-56	Accident to the Tuticorin Express on the night of 26-11-56.	0 5
		19-12-56	[10]Position regarding the letter concerning the Ariyalur accident read by Shri H. V. Kamath on 18-12-56, during the discussion on Supplementary Demands for Grants (Railways).	0 7
Minister of Production	Fourth Session .	24-8-53	Establishment of a new steel project.	0 5
	Sixth Session .	16-2-54	Site for location of a new steel plant.	0 2
Minister of Food & Agriculture.	First Session . .	22-7-52	Flood situation in West Bengal.	0 6
	Second Session .	24-11-52	Changes in the systems of procurement and distribution of foogdrains in West Bengal and Mysore.	0 4
	Sixth Session .	8-3-54	[11]Rice deal between the Government of India and the Government of Burma.	0 2
	Ninth Session .	16-3-55	Removal of zonal restrictions on the movement of wheat.	0 3
Minister of Labour .	Seventh Session .	17-9-54	Government decision to institute an enquiry in connection with the modification by Government of the decision by the Labour Appellate Tribunal in the Banks Appeals.	0 1
	Eighth Session .	13-12-54	Disaster in Newton Chikli Colliery, Madhya Pradesh.	0 4
	Ninth Session .	4-5-55	Labour situation in Kanpur.	0 6
	Tenth Session .	22-8-55	Decisions taken by Government on recommendations of the Bank Award Commission.	0 9
		5-9-55	Publication of extracts from the Report of Bank Award Commission in Newspapers prior to its being laid on the Table.	0 5
	Twelfth Session .	29-5-56	Alleged strike/lock-out in Cashewnut Factories in Central Travancore.	0 1
Minister of Parliamentary Affairs.	Eighth Session	23-12-54	Joint statement by President of Federal People's Republic of Yugoslavia and Prime Minister of India.	0 6
	Tenth Session .	23-9-55	Intimation to Members about the implementation of assurances in regard to their questions.	0 3
Minister of Information & Broadcasting.	Eleventh Session .	24-11-55	[12]Staff of All India Radio—in pursuance of an assurance given in the House on the 4th April, 1955.	
	Fourteenth Session	19-12-56	Broadcasts on the All India Radio by Leaders of Political Parties in India.	0 9
Minister of Natural Resources.	Fourteenth Session	18-12-56	Agreement reached between the Government and the Assam Oil Company with regard to exploitation of oil in Assam.	0 6
Minister of Rehabilitation.	Sixth Session .	7-5-54	Recent negotiation with Pakistan in regard to the problem of evacuee property.	0 1

[9] & [10]. These statements were made by the Deputy Minister of Railways and Transport.

[11]This statement was made by the Deputy Minister of Food and Agriculture.

[12]Statement was made by the Minister of Commerce on behalf of the Minister concerned.

RESOLUTIONS (GOVERMENT AND PRIVATE MEMBERS' DISCUSSED IN THE LOK SABHA DURING THE FIRST PARLIAMENT*

(A) GOVERNMENT RESOLUTIONS

Date on which Resolution was discussed	Subject matter of the Resolution	Name of the Member-in-Charge	Time taken in Debate	Whether accepted or rejected by the House
1	2	3	4	5
	First Session		H. M.	
29-7-52	Approval of the Berne Convention for the protection of Literary and Artistic Works, as finally revised at Brussels on the 26th June, 1948.	Shri K. D. Malaviya	0 09	Adopted
	Second Session			
12-11-52 and 13-11-52	Approval of the notification of the Government of India in the Ministry of Commerce and Industry dated the 8th October, 1952, regarding levy of Export Duty on Mercury.	Shri D. P. Karmarkar	0 58	Adopted.
15-12-52 to 19-12-52	The First Five Year Plan	Shri Jawaharlal Nehru	21 15	Adopted.
	Third Session			
12-3-53	Regarding Proclamation issued by the President assuming to himself all the functions of the Government of Patiala and East Punjab States Union.	Dr. Kailas Nath Katju	3 21	Adopted.
	Fourth Session			
16-9-53	Resolution seeking the approval of Parliament for continuance in force of the Proclamation issued by the President assuming to himself all the functions of the Government of Patiala and East Punjab States Union.	Dr. Kailas Nath Katju	4 45	Adopted.
	Fifth Session			
23-11-53 and 24-11-53	Levy of export duty on Coffee	Shri T. T. Krishnamachari.	1 52	Adopted.
	Sixth Session			
27-3-54	Recommendations of the Joint Committee on Payment of Salary and Allowances to Members of Parliament.	Shri Satya Narayan Sinha	1 00	A resolution in substitution of the original was adopted.
12-5-54	Appointment of a Parliamentary Committee to review the rate of dividend payable by Railway undertakings to general revenues.	Shri Lal Bahadur Shastri	0 02	Adopted.

*Up to the end of the Fourteenth Session.

1	2	3	4	5
			H. M.	
	Seventh Session			
6-9-54	Regarding approval of the Notification of the Government of India in the Ministry of Commerce and Industry, dt. 24th July, 1954, *re*: levy of export duty on rice.	Shri T. T. Krishnamachari.	1 23	Adopted.
6-9-54	Regarding approval of the Notification of the Government of India in the Ministry of Commerce and Industry, dt. 29th July, 1954, *re*: levy of export duty on groundnut oil.	Shri T. T. Krishnamachari.	1 27	Adopted.
	Eighth Session			
19-11-54	Proclamation by the President assuming to himself all the functions of the Government of Andhra.	Dr. Kailas Nath Katju	3 38	Adopted as amended.
22-11-54	Export duty on Tea .	Shri D. P. Karmarkar	1 09	Adopted.
15-12-54 and 16-12-54	Recommendations contained in the Report of the Railway Convention Committee.	Shri Lal Bahadur Shastri	7 05	Adopted.
	Ninth Session			
28-2-55	Levy of export duty on Tea .	Shri D. P. Karmarkar .	0 06	Adopted.
28-2-55 and 1-3-55	(*i*) Levy of export duty on groundnuts; (*ii*) Levy of export duty on groundnut oil cake and decoiled groundnut meal; and (*iii*) Levy of export duty on decorticated cotton seed oil cakes, some other oil cakes, and decoiled groundnut meal.	Do.	1 35	Adopted.
	Tenth Session			
	Nil			
	Eleventh Session			
	Nil			
	Twelfth Session			
29-3-56	Approval of the Proclamation issued by the President assuming to himself all the functions of the Government of Travancore-Cochin.	Shri Govind Ballabh Pant	4 11	A resolution in substitution of the original was adopted.
23-5-56 25-5-56 26-5-56	Approval of the principles, objectives and programme of development contained in the Second Five Year Plan.	Shri Jawaharlal Nehru	10 27	Discussion was not concluded and further consideration was postponed till the next session.
	Thirteenth Session			
30-8-56 31-8-56	Draft Mining Leases (Modification of Terms) Rules, 1956, framed under Sub-section (1) of Section 7 of the Mines & Minerals (Regulation and Development) Act, 1948.	Shri K. D. Malaviya	1 53	Adopted as amended.

1	2	3	4	5
			H. M.	
31-8-56 1-9-56	The Proclamation issued in relation to the State of Travancore-Cochin.	Shri Govind Ballabh Pant	3 55	Adopted.
8-9-56 11-9-56 12-9-56 13-9-56	General approval of the principles, objectives and programmes of development contained in the Second Five Year Plan as prepared by the Planning Commission.	Shri Jawaharlal Nehru	26 48	Adopted.
	Fourteenth Session			
3-12-56	Approval of the Proclamation issued by the President on the 1st November, 1956, under article 356 of the Constitution, in relation to the State of Kerala.	Shri Govind Ballabh Pant	5 37	Adopted

(B) PRIVATE MEMBERS' RESOLUTIONS

Date on which Resolution was discussed	Subject matter of the Resolution	Name of the Member-in-Charge	Time taken in Debate	Whether accepted or rejected by the House
1	2	3	4	5
			H. M.	
	First Session			
7-7-52 12-7-52	1. Linguistic Re-distribution of States .	Shri Tushar Chatterjea	6 57	Negatived.
	Second Session			
28-11-52	2. Investigation into the wealth and property of Government Officers.	Sardar Hukam Singh	3 17	Debate not concluded.
	Third Session			
10-4-53	Ditto.	Ditto.	2 00	Discussion resumed; rejected by the House.
10-4-53 17-4-53	3. Cancellation of the Safeguarding of National Security Rules, 1949.	Shri K. Ananda Nambiar	3 26	Rejected.
	4. Introduction of legislation for the punishment of the practice of Untouchability.	Shrimati Minimata	1 39	Adopted as amended.
	Fourth Session			
7-8-53 22-8-53	5. Compulsory Military Training to High School and College Students.	Dr. Ram Subhag Singh	0 25	Withdrawn.
22-8-53 4-9-53	6. Growth of unemployment in the country	Shri A. K. Gopalan	3 02	Debate not concluded.
	Fifth Session			
21-11-53 4-12-53 18-12-53	Ditto.	Ditto.	5 42	Adopted as amended.

1	2	3	4	5
			H. M.	
18-12-53	7. Bringing the Journalists within the purview of the Industrial Disputes Act.	Shri Diwan Chand Sharma.	1 38	Negatived.
18-12-53	8. Facilities for promotion of rifle training	Shri B. Ramachandra Reddi.	0 03	Debate not concluded.
	Sixth Session			
5-3-54	Ditto.	Ditto.	1 25	Adopted as amended.
5-3-54	9. Appointment of a Commission to examine the system of withdrawal of Cadets from the National Defence Academy.	Sardar Hukam Singh	1 06	Withdrawn by leave of the House.
18-3-54	10. Encouragement of Family Planning .	Shri C. P. Gidwani	1 59	Ditto.
18-3-54 2-4-54	11. Abolition of the Second Chamber at the Centre.	Shri M. S. Gurupadaswamy.	2 29	Negatived.
2-4-54 17-4-54 30-4-54	12. Appointment of a Committee to enquire into the working of the existing administrative machinery and methods at the Centre.	Shri Shree Narayan Das	4 26	Negatived
30-4-54	13. Reservation of the production of *Sarees* and *Dhoties* for the handloom industry.	Shri Shivamurthi Swami	0 22	Discussion not concluded.
	Seventh Session			
27-8-54	Ditto.	Ditto.	1 50	Discussion resumed; negatived.
27-8-54 10-9-54	14. Rationalisation Schemes for Jute and Textile Industry.	Shri P. T. Punnoose	3 03	Adopted as amended.
10-9-54 24-9-54	15. Financial aid to Assam Government for the purpose of repairing damages caused by floods.	Shri Rohini Kumar Chaudhuri.	0 31	Withdrawn.
24-9-54	16. Appointment of Hindi Law Commission.	Shrimati Tarkeshwari Sinha	1 20	Negatived.
24-9-45	17. Security of Service to certain classes of Government servants.	Shri Hirendra Nath Mukerjee.	0 40	Discussion not concluded.
	Eighth Session			
19-11-54	Ditto.	Ditto.	2 35	Debate resumed; negatived.
19-11-54 3-12-54	18. Appointment of Law Commission for revision and modernisation of Laws.	Shri Dodda Thimmaiah	2 29	Withdrawn.
3-12-54 17-12-54	19. Statutory body to control Industrial undertakings.	Shri K. S. Raghavachari	2 03	Negatived.
17-12-54	20. Department of Welfare for Scheduled Castes & Scheduled Tribes.	Shri Sitanath Brohomo Chaudhury	0 25	Discussion not concluded.
	Ninth Session			
25-2-55	Ditto.	Ditto.	1 08	Negatived.
25-2-55 11-3-55	21. Corporation for Broadcasting . .	Thakur Jugal Kishore Sinha.	1 33	Negatived.
11-3-55	22. Posts and Telegraphs Finance . .	Shri Satish Chandra Samanta.	1 40	Withdrawn.
11-3-55 25-3-55	23. Collective Bargaining by Workers .	Shri K. K. Basu	0 36	Barred.

1	2	3	4	5
			H. M.	
25-3-55	24. Imbalance in price structure .	Shri Amjad Ali	0—18	Barred.
25-3-55	25. River Valley Schemes .	Shri Jhulan Sinha	1—55	Withdrawn
9-4-55	26. Political Pensions .	Dr. Ram Subhag Singh	2—07	Negatived.
9-4-55 to 22-4-55	27. Weights and Measures .	Shri K. T. Achuthan	1—13	Adopted as amended.
22-4-55	28. Central Agricultural Finance Corporation.	Shri Shree Narayan Das	1—30	Debate not concluded
	Tenth Session			
29-7-55	Ditto.	Ditto.	1—30	Withdrawn.
29-7-55 to 12-8-55	29. Appointment of a Pay Commission .	Shri Diwan Chand Sharma	3—01	Negatived.
12-8-55 to 9-9-55	30. State Monopoly of Foreign Trade .	Shri A. K. Gopalan	3—04	Negatived.
9-9-55 to 23-9-55	31. Appointment of a Commission to suggest measures for development of Indian Shipping.	Shri Raghunath Singh	3—50	Adopted as amended.
23-9-55	32. Regrouping of Railways .	Shri Raja Ram Shastri	0—08	Discussion not concluded.
	Eleventh Session			
25-11-55	Ditto.	Ditto.	1—26	Negatived.
25-11-55 to 9-12-55	33. Industrial Service Commission .	Shri M. L. Dwivedi	0—51	Discussion postponed.
9-12-55	34. Appointment of a Committee to examine Community Projects and N.E.S. Schemes.	Shri Raghubir Sahai	1—36	Discussion not concluded.
	Twelfth Session			
17-2-56	No. 33 above .	Shri M. L. Dwivedi	2—33	Negatived.
2-3-56	No. 34 above.	Shri Raghubir Sahai	2—29	Withdrawn.
2-3-56 to 31-3-56	35. Fixing a target date for Prohibition .	Shri C. R. Narasimhan	3—50	Adopted as amended.
31-3-56 to 14-4-56	36. Appointment of a Committee on Industrial and Commercial State Undertakings.	Shri G. D. Somani	2—31	Negatived.
14-4-56 to 27-4-56	37. Nationalisation of Banks .	Shri M. S. Gurupadaswamy.	2—27	Negatived.
27-4-56 to 25-5-56	38. Ceiling on Income of an Individual .	Shri Bibhuti Mishra	4—05	Adpoted as amended.
25-5-56	39. Enquiry into the working of the Income-tax Department	Shri H. V. Kamath	0—54	Discussion not concluded.
	Thirteenth Session			
20-7-56	No. 39 above . .	Ditto.	2—12	Negatived.

1	2	3	4	5
			H. M.	
20-7-56 } 3-8-56 }	40. Representation of African and Asian Nations in U.N.O.	Shri Brajeshwar Prasad	2—24	Withdrawn.
3-8-56 } 17-8-56 }	41. Control and Regulation of Production and Exhibition of Films	Shri N. M. Lingam	2—40	Adopted as amended.
17-8-56 } 31-8-56 }	42. Appointment of a Committee to enquire into the working of Directive Principles of State Policy	Shri Tushar Chatterjea	2—06	Negatived.
31-8-56	43. Nuclear and Thermo-Nuclear Tests .	Shri C. P. Gidwani	0—09	Discussion not concluded.
	Fourteenth Session			
16-11-56	Ditto.	Ditto.	2—34	Withdrawn.
30-11-56	44. Nationalisation of Collieries in India .	Shri K.Ananda Nambiar	2—04	Negatived.
14-12-56	45. Scholarships for Children of Political Sufferers	Dr. Ram Subhag Singh	2—05	Debate adjourned till the next session.
14-12-56	46. Nationalisation of Tea Industry . .	Shri A. K. Gopalan	0—14	Debate not concluded.

VIII

STATEMENT SHOWING THE NUMBER OF QUESTIONS ASKED BY MEMBERS IN LOK SABHA DURING THE YEARS 1952-57 UNDER VARIOUS MINISTRIES

Name of the Ministry	1952		1953		1954		1955		1956	
	Number	% to total	Number	% to total	Number	% to total	Number	% to total	Number	% to total
1	2	3	4	5	6	7	8	9	10	11
Commerce & Industry*, .	818	15·6	1,055	13·1	998	12·1	940	9·8	989	8·2
Communications . .	252	5·0	492	6·1	615	7·4	732	7·4	706	5·8
Defence. .	230	4·4	395	4·9	443	5·4	471	4·8	406	3·9
Education . .	236	4·5	419	5·2	578	7·0	742	7·5	1104	9·1
External Affairs . .	309	5·9	423	5·3	436	5·3	610	6·2	631	5·2
Finance . . .	302	5·8	476	5·9	556	6·7	516	5·2	649	5·3
Food & Agriculture .	642	12·2	919	11·5	916	11·1	913	9·2	980	8·1
Health . . .	116	2·2	227	2·8	305	3·7	440	4·4	471	3·9
Home Affairs** . .	390	6·5	572	7·1	437	5·3	539	5·4	872	7·2
Information & Broadcasting	97	1·8	133	1·7	174	2·1	245	2·5	214	1·8
Iran & Steel + .	. .						120	1·2	61	·5
Irrigation & Power . .	182	3·5	182	2·3	232	2·8	164	1·6	265	3·0
Labour . .	203	3·8	297	3·7	268	3·2	330	3·3	372	3·1
Law .	37	·7	56	·7	30	·4	37	·4	85	·7
N.R. & S.R. . .	118	2·3	185	2·3	220	2·7	291	2·9	485	4·0
Planning Commission .	135	2·6	233	2·9	238	2·9	231	2·3	345	2·9
Production .	140	3·1	252	3·1	204	2·4	310	3·1	493	4·1
Railways .	547	10·4	961	12·0	950	11·5	1402	14·2	1,750	14·4
Rehabilitation. .	210	4·0	277	3·4	187	2·3	276	2·8	319	2·6
Transport . .	126	2·4	247	3·1	291	3·5	368	3·7	481	4·0
Works, Housing and Supply . . .	156	3·0	224	2·8	172	2·1	223	2·3	259	2·1
Prime Minister's Secretariat . . .	14	·3	8	·1	7	·1	7	·1	12	·1
TOTAL .	5,290	100·0	8,033	100·0	8,247	100·0	9,907	100·0	11,849	100·0

* Split up into two Ministries, *viz.* Ministry of Commerce and Consumers Industry, and Ministry of Heavy Industries with effect from the 13th Session in 1956.

** Includes the figures of Ministry of States which has been amalgamated with Ministry of Home Affairs after the Eighth Session of the year 1954.

\+ Formed as separate Ministry from the Ministry of Commerce and Industry after the 9th Session of the year 1955.

STATEMENT SHOWING THE NUMBER OF QUESTIONS RECEIVED AND QUESTIONS ADMITTED DURING THE DIFFERENT SESSIONS

Year	Session	No. of Questions received (excluding withdrawn or lapsed)	No. of Questions admitted	Percentage of Col. (4) over Col. (3)
1	2	3	4	5
1952		**10845**	**5215**	**48·1**
	1st*	6467	3010	46·5
	2nd	4378	2205	50·6
1953		**18570**	**7942**	**42·7**
	3rd	8165	3690	45·2
	4th	4809	2135	44·4
	5th	5596	2117	37·8
1954		**19996**	**8177**	**40·1**
	6th	9654	3041	31·5
	7th	5547	2511	45·2
	8th	4795	2625	54·7
1955		**18896**	**9907**	**52·4**
	9th	6719	3875	57·7
	10th	7801	3818	48·9
	11th	4376	2214	50·6
1956		**22496**	**12109**	**53·8**
	12th	10183	5287	51·9
	13th	6947	3991	57·4
	14th	5366	2831	52·8

*First Session commenced on May 13, 1952.

X

STATEMENT SHOWING THE NUMBER OF SITTINGS QUESTION TIME WAS ALLOTTED DURING THE DIFFERENT SESSIONS AND THE NUMBER OF QUESTIONS AND SUPPLEMENTARIES ANSWERED

Year	Session	No. of sittings question time was allotted	No. of questions orally answered	No. of supplementaries answered	Average No. of questions answered per sitting
1952		**86**	**1633**	**8624**	**19**
	1st*	54	962	4870	18
	2nd	32	671	3754	21
1953		**130**	**2927**	**13600**	**23**
	3rd	66	1397	7084	21
	4th	35	681	3910	19
	5th . .	29	849	2606	29
1954		**122**	**3605**	**10905**	**29**
	6th . .	63	1818	5797	27
	7th	29	955	2667	33
	8th	30	832	2441	28
1955		**123**	**3595**	**10955**	**29**
	9th .	48	1538	4242	32
	10th .	50	1589	4551	29
	11th .	25	678	2162	27
1956		**145**	**3088**	**12795**	**21**
	12th . .	73	1550	6279	21
	13th .	44	935	3931	21
	14th	28	603	2585	22

*First Session commenced on May 13, 1952.

STATEMENT SHOWING HALF-AN-HOUR DISCUSSION HELD IN LOK SABHA

S. No.	By whom	Subject	Date on which raised
1	2	3	4
	First Session		
1.	A. K. Gopalan . .	Points arising out of answers to S.Q. No. 56 re: Firing on Railway Employees at Gorakhpur	28-5-1952
2.	Shri Sinhasan Singh .	Points arising out of answers given on 17-6-52 to Short Notice Question No. 64 re: prices of coarse and medium cloth.	16-7-1952
3.	Shri T. B. Vittal Rao .	Points arising out of answer given on 16-7-52 to S. Q. No. 1785 re: accident in Singareni Coal Mines	30-7-1952
4.	Shri Debeswar Sarmah	Points arising out of answers given on 21-7-52 to S. Q. Nos. 1886, 1887 and 1888 re: Indian Tea.	8-8-1952
	Second Session		
5.	Shri A. C. Guha .	Crisis in Tea Industry	10-12-1952
6.	Shri P. R. Kanavade Patil .	Food Scarcity in Maharashtra	9-12-1952
	Third Session		
7.	Shri V. P. Nayar	Imports of Copra and Cocanut Oil	27-3-1953
8.	Shri B. K. Das .	Prices of Jute	1-4-1953
9.	Shri V. P. Nayar	National Small Savings Scheme . . .	15-4-1953
10.	Shri G.D. Somani	Food Scarcity in Rajasthan	24-4-1953
11.	Shri P.T. Punnoose .	Coir Industry . . .	6-5-53.
12.	Shri H.N. Mukerjee .	Restrictions on trade with China	7-5-53.
13.	Smt. Renu Chakravartty .	Officials of Trade Unions	13-5-53.
14.	Shri K.M. Vallatharas	Famine draught Conditions in Madras	15-5-53.
	Fourth Session		
15.	Shri V.P. Nayar . .	Rehabilitation Finance Administration . .	2-9-53.
	Fifth Session		
	Nil.	Nil.	Nil.
	Sixth Session		
	Nil.	Nil.	Nil.
	Seventh Session		
16.	Shri V.P. Nayar . .	Sale of Soviet Publications on Railway Platforms . .	15-9-54.

1	2	3	4
17.	Shri H.N. Mukerjee . .	Deputy Shipping Master, Calcutta . .	28-9-54.
	Eighth Session		
	Nil.	Nil.	Nil.
	Ninth Session		
18.	Shri T.B. Vittal Rao . .	Accidents in Collieries . .	22-3-55.
	Tenth Session		
19.	Shri H.N. Mukerjee . .	Re-grouping of Railways .	31-8-55.
20.	Shri H.N. Mukerjee . .	Pondicherry Assembly . .	15-9-55.
21.	Shri M.L. Dwivedi .	Machine Tool Prototype Factory, Amaravati .	21-9-55.
22.	Shri V.P. Nayar . .	All India Council of Sports .	27-9-55
	Eleventh Session		
	Nil.	Nil.	Nil.
	Twelfth Session		
23.	Dr. Lanka Sundaram . .	Working Journalists .	27-4-56.
24.	Shri V.P. Nayar . . .	Cement .	30-4-56
25.	Dr. Ram Subhag Singh. .	Sugar-cane . .	25-5-56.
26.	Shri S.C. Samanta .	National Discipline Scheme .	28-5-56.
27.	Shri Bhagwat Jha 'Azad' .	Jaundice Epidemic .	29-5-56.
28.	Shri T.B. Vittal Rao . .	Employees' Provident Fund Act, 1952 .	30-5-56.
	Thirteenth Session		
29.	Shri Sadhan Gupta .	Price of Motor Spirit .	10-8-56.
30.	Shri Biren Dutt . .	Houses Damaged by Floods in Agartala .	14-8-56.
31.	Shri Rishang Keishing .	Tribal Development Grant for Manipur .	27-8-56.
32.	Shri C.R. Narasimhan .	Import of Gypsum . .	28-8-56.
33.	Shri T.B. Vittal Rao . .	Coal Mines Provident Funds Scheme . .	30-8-56.
	Fourteenth Session		
34.	Shri V.P. Nayar . . .	Mineral Resources of Kerala .	4-12-56.
35.	Shri Sadhan Chandra Gupta .	Indian Trade Union (Amendment) Act, 1947 .	10-12-56.
36.	Shri T.S. Avinashilingam Chettiar	Central College of Agriculture . .	11-12-56.
37.	Shrimati Renu Chakravartty . .	Indian Cultural Delegation to U.S.S.R. and East Europe .	12-12-56.

STATEMENT SHOWING THE NUMBER OF TIMES AND THE SUBJECT ON WHICH MEMBERS HAVE SPOKEN IN THE LOK SABHA AND THE TIME TAKEN BY THEM ON THEIR SPEECHES

[Up to the end of Fourteenth Session]

Name of Member	Legislation		Motion		Resolution		Budget		Discussion on matters of urgent public importance for short duration		Total	
1	No. 2	Time 3	No. 4	Time 5	No. 6	Time 7	No. 8	Time 9	No. 10	Time 11	No. 12	Time 13
A												
Abdullabhai, Mulla Taherali, Mulla	1	0—04	1	0—16	—	—	—	—	—	—	2	0—20
Abdus Sattar, Shri	1	0—16	—	—	—	—	5	0—42	—	—	6	0—58
Abid Ali, Shri	14	2—30	—	—	—	—	2	0—56	—	—	16	3—26
Achal Singh, Seth	13	1—46	1	0—02	3	0—26	7	1—03	—	—	24	3—17
Achalu, Shri Sunkam	1	0—11	—	—	—	—	—	—	—	—	1	0—11
Achint Ram, Lala	18	3—34	4	1—05	3	0—18	11	2—41	1	0—12	37	7—50
Achuthan, Shri K.T.	42	6—33	—	—	4	0—46	11	2—06	3	0—17	60	9—52
Agarawal, Shri Hoti Lal	1	0—07	—	—	—	—	3	0—41	1	0—13	5	1—01
Agrawal, Shri Mukund Lal	14	2—13	1	0—24	—	—	4	1—07	—	—	19	3—44
Ahmed Mohiuddin, Shri	21	4—13	3	0—57	2	0—19	12	2—53	—	—	38	8—22
Ajit Singh, Shri	4	0—35	4	0—51	4	1—10	3	0—50	—	—	15	3—26
Ajit Singhji, General	—	—	—	—	—	—	—	—	—	—	—	—
Akarpuri, Sardar Teja Singh	3	1—11	—	—	—	—	4	0—47	—	—	7	1—58
Alagesan, Shri O. V.	44	8—0	1	0—40	6	1—47	17	7—09	—	—	68	15—36
Altekar, Shri Ganesh Sadashiv	39	9—26	1	0—17	2	0—21	6	2—24	1	0—10	49	10—38
Alva, Shri Joachim	23	4—57	8	2—10	4	0—40	11	2—57	4	0—29	50	11—13
Amin, Dr. Indubhai B.	3	0—13	—	—	—	—	3	0—30	—	—	6	0—43
Amjad Ali, Shri	5	0—20	—	—	1	0—01	4	0—45	—	—	10	1—06
Amrit Kaur, Rajkumari	38	5—07	—	—	1	0—16	5	2—06	1	0—12	45	7—41
Anandchand, Shri	10	2—12	1	0—30	1	0—23	4	1—02	—	—	16	4—07
Ansari, Dr. Shaukatullah Shah	—	—	—	—	—	—	1	0—30	—	—	1	0—30
Anthony, Shri Frank	31	8—47	9	3—18	3	1—5	21	5—59	4	1—03	68	20—12
Asthana, Shri Sita Ram	—	—	—	—	—	—	—	—	—	—	—	—
Ayyangar, Shri M.Ananthasayanam	7	2—24	2	0—50	1	0—17	—	—	—	—	10	3—31

1	2	3	4	5	6	7	8	9	10	11	12	13
Azad, Maulana Abul Kalam	1	0—04	—	—	—	—	5	3—15	—	—	6	3—19
'Azad', Shri Bhagwat Jha	26	4—01	3	0—57	9	2—01	17	4—19	1	0—10	56	11—28
B												
Babu Nath Singh, Shri	—	—	1	0—07	—	—	—	—	—	—	1	1—07
Badan Singh, Chowdhary	—	—	—	—	—	—	—	—	—	—	—	—
Bagdi, Shri Maganlal	—	—	—	—	—	—	1	0—11	—	—	1	0—11
Bahadur Singh, Shri	3	0—11	1	0—31	1	0—5	6	0—50	—	—	11	1—37
Balkrishnan, Shri S.C.	—	—	—	—	—	—	5	0—31	—	—	5	0—31
Balasubramaniam, Shri S.	—	—	—	—	—	—	—	—	—	—	—	—
Baldev Singh, Sardar	—	—	—	—	—	—	—	—	—	—	—	—
Balmiki, Shri Kanhaiya Lal	7	0—51	1	0—13	—	—	2	0—48	—	—	10	1—52
Banerjee, Shri Durga Charan	3	0—21	—	—	—	—	3	0—20	—	—	6	0—41
Bansal, Shri Ghamandi Lal	66	14—27	8	2—27	5	1—15	17	3—57	3	0—27	99	22—33
Bansi Lal, Shri	6	1—01	—	—	—	—	—	—	—	—	6	1—01
Barman, Shri Upendranath	47	6—06	9	2—24	1	0—07	10	1—39	2	0—19	69	11—35
Barrow, Shri A.E.T.	3	0—26	—	—	—	—	4	0—42	—	—	7	1—08
Barupal, Shri Pannalall	5	0—27	1	0—19	2	0—11	5	0—31	—	—	13	1—28
Basappa, Shri C.R.	11	1—59		—	—		3	0—34	—		14	2—33
Basu, Shri A.K.	1	0—20	—	—	—		1	0—19	—		2	0—39
Basu, Shri Kamal Kumar	116	19—42	3	0—39	4	0—58	29	4—39	5	0—50	157	26—48
Bhagat, Shri B.R.	5	0—30	—	—	1	0—18	4	1—48	—	—	10	2—36
Bhakt Darshan, Shri	14	1—53	—	—	3	0—24	10	1—29	—		27	3—46
Bhandari, Shri Daulat Mall	1	0—11	—		—	—	1	0—17			2	0—28
Bharati, Shri Goswamiraja Sahdeo	—	—	1	0—11	—			—	—	—	1	0—11
Bhargava, Pandit Thakur Das	252	68—14	5	1—55	2	0—42	24	6—38	6	2—32	288	80—01
Bhargava, Pandit Mukat Behari Lal	3	0—44	1	0—27		—	3	0—44			7	1—55
Bhartiya, Shri Shaligram Ramchandra	—	—		—	—				—		—	—
Bhatkar, Shri Laxman Shrawan	1	0—10	1	0—14	—	—	—			—	2	0—24
Bhatt, Shri Chandra Shankar	1	0—10		—	—	—	2	0—22	—	—	3	0—32
Bhawani Singh, Shri	1	0—12	—	—	—	—		—	—	—	1	0—12
Bheekha Bhai, Shri	—	—	—	—	—	—	—		—	—	—	—
Bhoi, Shri Girdhari	—	—	1	0—09	—	—	—	—		—	1	0—09
Bhonsle, Shri Jagannathrao Krishnarao	13	2—08	1	0—14	—		4	0—54	—		18	3—36

1	2	3	4	5	6	7	8	9	10	11	12	13
Bidari, Shri Ramappa Balappa .	—	—	1	0—16	—	—	4	0—52	—	—	5	1—8
Birbal Singh, Shri . .	—	—	—	—	—	—	2	0—22	—	—	2	0—22
Biswas, Shri C.C. . .	22	5—30	—	—	—	—	2	0—20	2	0—38	26	6—28
Bogawat, Shri U.R. .	20	3—55	1	0—08	7	0—46	6	1—18	—	—	34	6—07
Boovaraghasamy, Shri V. . .	1	0—16	1	0—11	—	—	5	0—50	—	—	7	1—17
Borkar, Shrimati Anusayabai Bhaorao	1	0—07	—	—	—	—	1	0—06	—	—	2	0—13
Borkar, Shri Nama Arjun .	2	0—24	1	0—08	1	0—11	—	—	—	—	4	0—43
Borooah, Shri Dev Kanta .	—	—	—	—	—	—	—	—	—	—	—	—
Bose, Shri P.C. . .	5	0—22	2	0—29	—	—	7	1—05	1	0—15	15	2—11
Brajeshwar Prasad, Shri . .	3	0—48	2	0—27	—	—	2	0—18	—	—	7	1—33
Brohmo-Chaudhury, Shri Sitanath	—	—	—	—	1	0—18	—	—	—	—	1	0—18
Buchhikotaiah, Shri Sanaka .	—	—	—	—	—	—	2	0—22	—	—	2	0—22
Buragohain, Shri S.N. .	—	—	—	—	—	—	1	0—13	—	—	1	0—13
C												
Chacko, Shri P.T. . . .	11	3—18	—	—	—	—	3	0—40	—	—	14	3—58
Chakravartty, Shrimati Renu .	55	11—01	8	2—01	2	0—51	44	7—58	—	—	109	21—59
Chaliha, Shri Bimalaprosad .	6	1—02	1	0—11	—	—	—	—	—	—	7	1—13
Chanda, Shri Anil Kumar .	7	1—03	1	0—17	—	—	7	1—50	—	—	15	3—10
Chandak, Shri B.L. . . .	1	0—21	—	—	—	—	—	—	—	—	1	0—21
Chandrasekhar, Shrimati M. .	1	0—04	—	—	—	—	1	0—04	—	—	2	0—08
Charak, Shri Lakshman Singh .	4	0—36	2	0—25	—	—	7	1—29	—	—	13	2—30
Chatterjea, Shri Tushar . .	24	4—18	—	—	3	0—58	6	1—51	—	—	33	7—07
Chatterjee, Dr. Susilranjan .	—	—	—	—	—	—	1	0—17	—	—	1	0—17
Chatterjee, Shri N.C. . .	144	38—00	13	4—25	13	3—33	13	3—41	8	2—07	191	51—46
Chettiar, Shri T.A.M. Subramania	—	—	—	—	—	—	—	—	—	—	—	—
Chattopadhyaya, Shri Harindranath	5	1—07	—	—	3	0—29	6	1—43	—	—	14	3—19
Chaturvedi, Shri Rohanlal .	—	—	—	—	—	—	—	—	—	—	—	—
Chaudhary, Shri Ganeshi Lal .	2	0—11	—	—	—	—	1	0—22	—	—	3	0—33
Chaudhuri, Shri R. K. . .	49	7—06	1	0—04	5	0—45	9	1—52	1	0—09	56	9—56
Chaudhuri, Shri Ranbir Singh .	11	1—06	2	0—36	1	0—15	4	1—03	—	—	18	3—00
Chaudhuri, Shri Tridib Kumar .	13	4—11	—	—	—	—	13	2—57	—	—	26	7—08
Chavda, Shri Akbar .	—	—	—	—	—	—	—	—	—	—	—	—

1	2	3	4	5	6	7	8	9	10	11	12	13
Chettiar, Shri T. S. Avinashilingam	58	9—23	2	0—33	2	0—22	10	2—06	—	—	72	12—34
Chettiar, Shri V. VR. N. AR. Nagappa	—	—	—	—	—	—	—	—	—	—	—	—
Chinaria, Shri Hira Singh	3	0—45	—	—	3	0—39	6	1—25	—	—	12	2—49
Choudhuri, Shri Muhammed Shaffee	—	—	—	—	—	—	1	0—10	—	—	1	0—10
Chowdary, Shri C. R.	8	1—24	1	0—07	—	—	2	0—26	—	—	11	1—57
Chowdhury, Shri Nikunja Behari	44	6—18	3	1—03	4	0—51	23	3—35	—	—	74	11—47
D												
Dabhi, Shri Fulsinhji B.	40	8—07	2	0—28	2	0—15	7	1—51	1	0—09	52	10—50
Damar, Shri Amar Singh Sabji	—	—	1	0—10	—	—	—	—	—	—	1	0—10
Damodaran, Shri G. R.	1	0—06	—	—	—	—	2	0—25	—	—	3	0—31
Damodaran, Shri Nettur P.	1	0—05	—	—	1	0—17	6	1—18	—	—	8	1—40
Das, Shri B.	11	2—53	2	0—21	4	1—03	2	0—30	1	0—03	20	4—50
Das, Shri Basanta Kumar.	12	1—45	1	0—05	5	1—01	14	1—59	2	0—18	34	5—08
Das, Shri Beli Ram	2	0—24	—	—	—	—	2	0—16	—	—	4	0—40
Das, Shri Bijoy Chandra	8	2—05	—	—	1	0—07	4	1—05	—	—	13	3—17
Das, Shri Kamal Krishna	—	—	—	—	—	—	—	—	—	—	—	—
Das, Dr. Mono Mohon	34	5—32	..	..	..	0—17	4	0—50	..		39	6—39
Das, Shri Nayan Tara	..		..	..	..	..	..		..	..	.	
Das, Shri Shree Narayan	31	6—40	7	1—27	12	2—59	11	2—27	1	0—10	62	13—43
Das, Shri Ramananda	..		1	0—12	..		5	1—00	..	..	6	1—12
Das, Shri Ram Dhani	..		1	0—07	..		..		..		1	0—07
Das, Shri Sarangadhar	28	6—43	8	1—	9	2—16	15	4—30	1	0—08	61	16—21
Datar, Shri Balwant Nagesh	49	14—02	5	2—24	7	2—51	10	3—41	..		71	22—58
Deb, Shri Dasaratha	3	0—17	2	0—38	1	0—10	4	1—03	1	0—14	11	2—22
Deb, Shri S. C.	8	1—14	..		..		6	1—08	1	0—14	15	2—36
Deo, H. H. Maharaja Rajendra Narayan Singh	13	4—07	3	0—50	1	0—22	5	1—12	..		22	6—31
Deo, Shri Chandikeshwar Sharan Singh Ju	..		..		..		..		..		..	..
Deogam, Shri Kanhu Ram	3	0—27	2	0—29	2	0—21	5	1—13	.		12	2—30
Desai, Shri Kanayalal Nanabhai	..		..		1	0—07	..		..		1	0—07
Desai, Shri Khandubhai Kasanji	25	4—21	2	0—29	1	0—11	7	2—49	..		35	7—50
Deshmukh, Dr. Panjabrao S.	16	3—29	1	0—37	2	0—16	6	2—09	3	0—46	28	7—17
Deshmukh, Shri Chintaman Dwarkanath	145	44—10	2	1—27	12	7—37	19	12—34	9	6—17	1	4—09 5—27

1	2	3	4	5	6	7	8	9	10	11	12	13
Deshmukh, Shri K. G.	1	0—20	..	..	..	..	1	0—14	..	..	2	0—34
Deshpande, Shri Govind Hari	22	3—20	8	1—26	2	0—19	10	1—55	..		42	7—00
Deshpande, Shri Vishnu Ghanashyam	76	13—35	10	2—43	2	0—14	14	2—44	2	0—15	104	19—31
Dholakia, Shri Gulabshanker Amritlal	..	..	..		..		..		..		..	
Dhulekar, Shri R. V.	26	3—53	2	0—17	2	0—24	3	1—06	..		33	5—40
Dhusiya, Shri Sohan Lal	1	0—07	1	0—11	..		..		..		2	0—18
Digambar Singh, Shri	1	0—10	..		2	0—24	6	1—09	..		9	1—43
Digvijaya Narain Singh, Shri	..		..		..		1	0—12	..		1	0—12
Diwan, Shri Raghavendrarao Srinivasrao	2	0—20	2	0—29	1	0—04	4	0—46	..		9	1—39
Dube, Shri Mulchand	46	6—29	..		..		7	1—22	..		53	6—51
Dube, Shri Udai Shankar	4	0—39	..		..		1	0—13	..		5	0—52
Dubey, Shri Rajaram Giridharlal	3	0—30	..		..		2	0—25	..		5	0—55
Dutt, Shri Asim Krishna	3	0—13	..		..		..		1	0—08	4	0—21
Dutt, Shri Biren	9	1—15	..		..		6	1—14	..		15	2—29
Dutta, Shri Santosh Kumar	..		..		..		..		..		..	
Dwivedi, Shri Dasarath Prasad	..		..		..		2	0—25	..		2	0—25
Dwivedi, Shri M. L.	4	1—05	1	0—10	6	0—53	5	1—15	1	0—09	17	3—32
E												
Eacharan, Shri I.	1	0—04	1	0—11	1	0—13	2	0—13	..		5	0—41
Ebenezer, Dr. S.A.	..		1		1	0—03	1	0—28	..		3	0—31
Elayaperumal, Shri L.	2	0—09	..		..		1	0—12	..		3	0—21
F												
Fotedar, Pandit Sheo Narayan	3	0—40	2	0—35	..		4	0—56	..		9	2—11
G												
Gadgil, Shri Narhar Vishnu	67	16—19	14	4—47	12	3—06	13	4—36	4	0—35	110	28—15
Gadilingana Gowd, Shri Y.	7	0—39	..		2	0—24	8	1—24	..		17	2—27
Ganpati Ram, Shri	2	0—04	1	0—14	..		5	1—03	..		8	1—21
Gandhi, Shri Feroze	9	3—45	2	0—34	2	1—23	..		2	0—55	15	6—37
Gandhi, Shri Maneklal Maganlal	..		..		..		..		..		..	
Gandhi, Shri V. B.	41	9—34	4	1—13	5	1—13	9	1—49	6	0—58	65	14—47
Ganga Devi, Shrimati	3	0—24	2	0—17	1	0—12	4	1—00	..		10	1—53
Gar[illegible] Shri Ram Pratap	..		..		..		3	0—37	..		3	0—37
[illegible]vda, Shri [illegible]hri C. D..	1	0—06	..	..	..	..	2	0—21	..		3	0—27

1	2	3	4	5	6	7	8	9	10	11	12	13
Ghose, Shri Surendra Mohan	..		1	0—21			1	0—26			2	0—47
Ghosh, Shri Atulya	..		2	0—39	...		1	0—9	1	0—12	4	1—00
Ghulam Qader, Khan.	..				..		1	0—15			1	0—15
Gidwani, Shri Choithram Partabrai	24	4—05	4	1—35	7	1—47	14	3—01	4	0—41	53	11—09
Giri, Shri V. V.	18	3—11	2	0—40	2	0—33	8	3—13	1	0—07	31	7—44
Girraj Saran Singh, Shri	3	0—12	..				5	1—15	..		8	1—27
Gohain, Shri Chowkhamoon	..		..		..		..		1	0—09	1	0—09
Gopalan, Shri A. K.	28	9—19	7	2—40	12	5—19	7	2—24	6	1—33	60	21—15
Gopi Ram, Shri	2	0—10	1	0—22	.		..		.		3	0—32
Gounder, Shri K. Periaswami	8	1—05	..				1	0—10	.		9	1—15
Gounder, Shri K. Sakthivadiavel	..		..				2	0—11	..		2	0—11
Govind Das, Seth	16	5—17	4	1—01	3	1—03	8	2—14	1	0—10	32	9—45
Gowda, Shri T. Madiah	4	0—19	..				1	0—11	..		5	0—30
Guha, Shri Arun Chandra	82	17—32	3	1—19	6	1—40	14	3—05	..		105	22—36
Gupta, Shri Badshah	..		..		..		..		..		..	..
Gupta, Shri Sadhan Chandra	91	21—27	6	1—46	4	0—35	11	2—40	1	0—08	113	26—36
Gurupadaswamy, Shri M. S.	106	23—53	4	1—38	17	3—46	30	6—03	8	1—53	165	37—13
H												
Hansda, Shri Benjamin	..		..		..		1	0—12	..		1	0—12
Har Prasad Singh, Shri	..		..		..		3	0—29			3	0—29
Hari Mohan, Dr.	..		..						..		..	
Hasda, Shri Subodh	..		..									
Hathi, Shri Jaisukh Lal	2	0 21	1	0 33	2	0 22	3	0 49	.		8	2 5
Hazarika, Shri Jogendra Nath	..				..		..		..			
Heda, Shri H. C.	14	4 26	3	1—01	2	0 19	5	0 58			24	6—44
Hembrom, Shri Lal	4	0—42	1	0 08			2	0 31			7	1—21
Hem Raj, Shri	5	1 02	1	0—22			7	1—15	.		13	2—29
Hifzur Rahman, Shri M.	5	0—46	3	0—34			1	0—15			9	1—35
Hukam Singh, Sardar	42	9 49	3	1 50	6	2 23	24	6—30	4	1 03	79	21—35
Hyder Husein, Chaudhri	..											
I												
Ibrahim, Shri A.	1	0—07			1	0 09	2	0 16			4	0—32
Iqbal Singh, Sardar	17	2—21	2	0 49			5	0—48	1	0 07	25	4—05
Iyyunni, Shri C. R.	22	3 23	2	0—31	1	0—18	6	1—15			31	5 27

1	2	3	4	5	6	7	8	9	10	11	12	13
J												
Jagjivan Ram, Shri	10	2 25	..		1	0 03	6	3 19	1	0 20	18	4 07
Jain, Shri Ajit Prasad	30	7 25	2	1 51	..		7	4 50	3	1 20	42	15 26
Jain, Shri Nemi Saran	5	1 22	..		..		..		..		5	1 22
Jaipal Singh, Shri	15	2 57	7	2 04	1	0 12	11	2 45	..		34	7 58
Jaisoorya, Dr. N. M.	31	6 52	3	1 01	5	0 39	8	1 37	2	0 16	49	10 25
Jajware, Shri Ramraj	4	0 49	..		..		1	0 07	..		5	0 56
Jangde, Shri Resham Lal	11	1 21	3	0 36	2	0 18	9	1 48	1	0 04	26	4 07
Jatav-vir, Dr. Manik Chand	4	0 38	2	0 20	..		2	0 31	1	0 15	9	1 44
Jayaraman, Shri A.	..		..		..		1	0 10	..		1	0 10
Jena, Shri Kanhu Charan	1	0 06	..		..		1	0 07	..		2	0 13
Jena, Shri Lakshmidhar	..		..		..		..		..		..	
Jena, Shri Niranjan	..		..		..		..		..		..	
Jetha, Shri Kherwar	..		..		..		..		..		..	
Jhunjhunwala, Shri Banarsi Prasad	48	9 18	1	0 12	1	0 11	12	2 35	1	0 10	63	12 26
Jogendra Singh, Sardar	3	0 36	..		..		1	0 16	..		4	0 52
Joshi, Shri Jethalal Harikrishna	4	0 47	..		..		2	0 19	..		6	1 06
Joshi, Shri Krishnacharya	2	0 20	..		..		3	0 34	..		5	0 54
Joshi, Shri Liladhar	..		..		..		..		..		..	
Joshi, Shri Moreshwar Dinkar	16	3 49	1	0 17	..		9	1 49	1	0 17	27	5 12
Joshi, Shri Nandlal	3	0 16	..		..		2	0 28	..		5	0 44
Joshi, Shrimati Subhadra	18	5 34	1	0 10	..		3	0 41	..		22	6 25
Jwala Prashad, Shri	1	0 09	..		..		..		..		1	0 09
K												
Kachiroyar, Shri N. D. Govindaswami	1	0 13	..		..		2	0 24	..		3	0 37
Kajrolkar, Shri Narayan Sadoba	4	0 34	4	0 57	1	0 05	6	0 52	..		15	2 28
Kakkan, Shri P.	7	0 38	..		..		6	0 48	..		13	1 26
Kale, Shrimati Anusuyabai	5	0 26	..		1	0 05	6	1 02	1	0 04	13	1 37
Kamal Singh, Shri	..		..		..		..		..		..	
Kamath, Shri Hari Vishnu	52	9 08	6	1 50	2	1 07	22	4 10	6	1 13	88	17 28
Kamble, Dr. Devrao Namdevrao Pathrikar	1	0 07	..		..		..		..		1	0 07
Kandasamy, Shri S. K. Babie	..		..				1	0 05	..		1	0 05
Kanungo, Shri Nityanand	13	2 40	..				9	2 15	..		22	4 55

1	2	3	4	5	6	7	8	9	10	11	12	13
Karmarkar, Shri D. P.	50	7—16	..		9	1 33	6	1 34			65	10—33
Karni Singhji, His Highness Maharaja Sri Bahadur of Bikaner	1	0 07	1	0 13	1	0 10			1	0—10	4	0—40
Kasliwal, Shri Nemi Chandra	35	3 56	3	0 32	1	0 16	5	0 55			44	5—39
Katham, Shri Birendranath	..		..		..							
Katju, Dr. Kailas Nath	133	34 30	10	4 02	13	4 34	16	5 06	5	1 36	177	49 50
Kayal, Shri Paresh Nath	..		..								..	
Kazmi, Shri Syed Mohammad Ahmad	8	0 55	..		..						8	0 55
Kelappan, Shri K.	14	1 55	3	0 47	3	0 22	9	1 45			29	4 49
Keshavaiengar, Shri N.	19	2—23	—		4	0—22	6	1—31	—		29	4—16
Keskar, Dr. B. V.	16	3—22	2	0—24	4	0—38	5	2—48	1	0—20	28	7—32
Khan, Shri Sadath Ali	—	—	—	—	1	0 14	3	0—19	—		4	0—33
Khan, Shri Shahnawaz	—	—	—		—		3	1 33			3	1—33
Khanna, Shri Mehar Chand	7	1 04	2	1 39	—		4	2 07	3	1 11	16	6 01
Khardekar, Shri B. H.	13	3 32	1	0 16	4	0 38	7	1 50			25	6 16
Khare, Dr. N. B.	28	3 13	5	1 01	3	0—34	7	1 19	1	0—19	44	6 26
Khedkar, Shri Gopalrao Bajirao	—	—	1	0 17	1	0 17	—				2	0—34
Khimji, Shri Bhawanji A.	1	0 07	1	0 14	—	—	—	—			2	0 21
Khongmen, Shrimati B.	5	0 31	5	1—09	—		4	1 04	1	0 04	15	2—48
Kidwai, Shri Rafi Ahmed	2	0—24	2	0—46	1	0 12	5	1 11	5	1—49	15	4—32
Kirolikar, Shri Wasudeo Shridhar	2	0—05	—	—	—	—	—	—			2	0—05
Kolay, Shri Jagannath	—		—		—						—	
Kosa, Shri Muchaki	—		—		—	—	—	—	—			
Kottukapally, Shri George Thomas	3	0—28	1	0 10	2	0 32	1	0—19			7	1—29
Kripalani, Shri J. B.	10	3—33	13	6 56	4	2 02	3	1 34			30	14—05
Kripalani, Shrimati Sucheta	19	5—12	5	1—54	1	0 33	13	4 44	4	1—03	42	13—26
Krishna, Shri M.R.	3	0—36	1	0 16	—		1	0—13	—		5	1—05
Krishna Chandra, Shri	15	2—16	—		1	0 13	2	1 12	—		18	3—41
Krishnamachari Shri T. T.	110	27—19	3	2 30	10	3 21	7	4—33	6	2—08	139	40—53
Krishnappa, Shri M. V.	5	0—30			1	0—16	2	0—04	—		8	0—50
Krishnaswami, Dr. A.	49	13—08	9	2—36	6	1 58	16	5—03	8	1—40	88	24—25
Kureel, Shri Baij Nath	—	—	—		—		2	0—16			2	0—16

1	2	3	4	5	6	7	8	9	10	11	12	13
L												
Lakshmayya, Shri Paidi	25	2—48	1	0—17	4	0—41	8	1—54	—	—	28	5—40
Lal Bahadur, Shri	—	—	—	—	3	2—07	7	5—24	1	0—18	11	7—49
Lallanji, Shri	—	—	—	—	—	—	—	—	—	—	—	
Lal Singh, Sardar	2	0—48	2	0—49	2	0—43	16	3—53	1	0—21	23	6—34
Lanka Sundaram, Dr.	15	10—24	9	2—32	8	1—49	18	5—08	7	2—15	92	22—08
Laskar, Shri Nibaran Chandra	3	0—29	1	0—13	—	—	2	0—16	—	—	6	0—58
Laisram Jogeswar Singh, Shri	11	1—27	1	0—22	1	0—14	8	1—32	—	—	21	2—57
Lingam, Shri N. M.	32	5—40	1	0—19	4	1—42	7	2—43	—	—	44	9—44
Lohadia, Shri Bansilal	4	0—36	—	—	—	—	1	0—10	—	—	5	0—46
Lotan Ram, Shri	—	—	—	—	—	—	—	—	—	—	—	—
M												
Mahapatra, Shri Sibnarayan Singh	—	—	—	—	—	—	—	—	—	—	—	—
Mahata, Shri Bhajahari	1	0—16	1	0—13	1	0—11	—	—	—	—	3	0—40
Mahendra Nath Singh, Shri	—	—	—	—	—	—	1	0—15	—		1	0—15
Mahodaya, Shri Vaijanath	—	—	—	—	—	—	1	0—09	—	—	1	0—09
Mahtab, Shri Harekrushna	—	—	—	—	—	—	1	0—25		—	1	0—25
Maitra, Pt. Lakshmi Kant	—	—	1	0—29	—	—	2	0—40	—	—	3	2—09
Majhi, Shri Chaitan	—	—	—	—	—	—	1	0—06	—	—	1	0—06
Majhi, Shri Ram Chandra	—	—	1	0—07	—	—	—	—	—	—	1	0—07
Majithia, Sardar Surjit Singh	3	0—41	—	—	1	0—21	3	1—01	—	—	7	2—03
Malliah, Shri U. Srinivasa	—	—	—	—	—	—	1	0—18	—	—	1	0—18
Malludora, Shri Gam	—	—	1	0—10	—	—	—	—	—	—	1	0—10
Malvia, Shri Bhagu Nandu	—	—	—	—	—	—	—	—	—	—	—	—
Malviya, Shri Motilal	—	—	1	0—14	—	—	1	0—12	—	—	2	0—26
Malviya, Pandit Chatur Narain	28	4—25	2	0—31	1	0—06	7	1—19	—	—	38	6—21
Malviya, Shri Keshava Deva	3	0—19	—	—	4	0—58	5	2—27	1	0—14	13	3—58
Mandal, Dr. Pashupati	4	0—35	—	—	1	0—11	—	—	—	—	5	0—46
Mascarene, Kumari Annie	29	6—30	6	1—21	6	1—06	10	2—45	—	—	51	11—42
Masuriya Din, Shri	—	—	—	—	—	—	—	—	—	—	—	—
Mathew, Shri C.P.	9	1—29	1	0—14	7	1—02	7	1—16	—	—	24	4—01
Mathuram, Dr. Edward Paul	—	—	—	—	—	—	2	0—24	—	—	2	0—24
Matthen, Shri C.P.	17	3—47	1	0—21	4	1—12	8	2—09	1	0—06	31	7—35
Maydeo, Shrimati Indira A.	9	2—15	1	0—11	1	0—09	5	0—54	—	—	16	3—29

1	2	3	4	5	6	7	8	9	10	11	12	13
Mehta, Shri Asoka .	30	11—17	5	2—35	5	2—16	8	3—06	2	0—38	50	19—52
Mehta, Shri Balvantray Gopaljee	1	0—05	1	0—35	—	—	—	—	—	—	2	0—40
Mehta, Shri Belwant Sinha .	2	0—44	1	0—17	1	0—06	4	1—12	—		8	2—19
Mehta, Shri Jaswantraj .	3	0—34	3	4—45			7	1—31	.		13	5—50
Menon,Shri K.A. Damodara .	38	5—54	3	0—40	5	0—30	14	2—30	1	0—06	61	9—40
Menon, Shri V.K. .	—	—	—		1	0—34	..		.		1	0—34
Minimata. Shrimati .	3	0—25	..		1	0—09	2	0—14			6	0—48
Mishra, Pandit Suresh Chandra	15	3—24	2	0—23	4	0—31	4	1—05			25	5—23
Mishra, Shri Bibhuti .	9	1—15	1	0—21	4	1—15	5	0—57			19	3—48
Mishra, Shri Lalit Narayan .	9	1—38	4	0—58	5	0—53	8	1—54	..		26	5—23
Mishra, Shri Lokenath .	6	0—51	1	0—37	..		4	0—58	1	0—04	12	2—13
Mishra, Shri Mathura Prasad .	6	1—56	3	0—49	1	0—13	3	0—47			13	3—45
Mishra, Shri Shyam Nandan. .	4	1—06	1	0—16	3	1—15	1	0—22			9	3—09
Misra, Shri Raghubar Dayal .	25	6—47	..		2	0—32	2	0—36			29	7—55
Misra, Shri Sarju Prasad .	..		..		.		1	0—11			1	0—11
Misra, Pandit Lingaraj . .	1	0—13	..		..		3	0—34	1	0—02	5	0—49
Misra, Shri Bhupendra Nath .	1	0—03	..		..		3	0—38			4	0—41
Missir,Shri Vijneshwar . .	1	0—12	..		..		1	0—11			2	0—23
Mohammad Saeed Masudi,Maulana	2	0—10	2	0—45	1	0—12					5	1—07
Mohd. Akbar, Shri Sofi . .	..		..		..		3	0—30			3	0—30
Moitra, Shri Mohit Kumar	12	1—48	1	0—06			1	0—04			14	1—58
Mookerjee, Dr. Shyama Prasad	24	8—39	3	2—02	4	1—39	15	4—24	..		46	15—44
Morarka, Shri Radheshyam Ramkumar	19	5—35	1	0—11	—		6	1—12	.		26	6—58
More, Shri K. L.	7	1—04			.		5	0—54	1	0—03	13	2—01
More, Shri Shankar Shantaram.	117	27—52	5	1—37	7	1—50	13	3—04	1	0—10	143	33—33
Mudaliar, Shri. C. Ramaswamy	..		..				2	0—14			2	0—14
Muhammad Islamuddin, Shri .	..											
Muhammed Khuda Bukhsh, Shri	3	0—42	1	0—22	..		3	0—49	..		7	1—53
Mukerjee, Shri Hirendra Nath	72	21—06	18	7—46	14	4—17	21	7—15	9	1—51	134	41—15
Mukne, Shri Yeshwantrao Martandrao .	1	0—12	..				1	0—10			2	0—22
Muniswami, Shri N. R.	5	1—03	..		2	0—11	2	0—04	2	0—15	11	1—33
Murli Manohar, Shri .	..											
Murthy, Shri B.S. .	26	3—19	6	1—23	7	1—05	16	3—09			55	8—56
Musafir, Shri Gurmukh Singh	4	0—45	..		1	0—20	5	1—23			10	2—42

1	2	3	4	5	6	7	8	9	10	11	12	13
Mushar, Shri Kirai	..	..	..		..		..		..		..	
Muthukrishnan, Shri M.	..	..	..		..		..		..		..	
N												
Naidu, Shri Nalla Reddi	2	0—20	..		..		2	0—25	..		4	0—45
Nair, Shri C. Krishnan	9	1—21	2	0—24	..		4	1—01	2	0—20	17	3—06
Nair, Shri N. Sreekantan	19	3—21	1	0—05	3	0—49	13	2—55	2	0—25	38	7—35
Nambiar, Shri K. Ananda	56	7—41	2	0—26	6	1—27	32	7—34	..		96	17—08
Namdhari, Shri Atma Singh	6	0—40	..		3	0—31	2	0—18	..		11	1—29
Nanadas, Shri Mangalagiri	12	2—38	2	0—29	1	0—04	3	0—43	..		18	3—54
Nanda, Shri Gulzarilal	14	2—41	6	3—42	6	1—30	13	6—58	..		39	16—51
Narasimham, Shri S. V. L.	12	2—10	..		..		..		..		12	2—10
Narasimhan, Shri C. R.	19	2—23	..		7	1—23	8	1—08	1	0—04	35	4—58
Naskar, Shri Purnendu Sekhar	..		..		..		..		..		..	
Natarajan, Shri S.S.	..		..		..		..		..		..	
Natawadkar, Shri Jayantrao Ganpat	..		..		..		..		..		..	
Natesan, Shri P.	4	0—40	1	0—29	1	0—12	5	1—11	..		11	2—22
Nathani, Shri Hari Ram	1	0—11	..		..		1	0—10	..		2	0—21
Nathwani, Shri Narendra P.	18	3—51	1	0—17	..		..		..		19	4—08
Nayar, Shrimati Shakuntala	..		..		..		..		..	..	..	
Nayar, Shri V. P.	57	14—53	5	0—44	5	1—21	17	3—52	3	0—36	87	21—26
Nehru, Shri Jawaharlal	27	8—28	28	19—21	10	6—59	17	9—38	3	1—03	85	45—29
Nehru, Shrimati Shrivraivati	18	2—16	2	0—25	4	0—47	3	0—36	..		27	4—04
Nehru, Shrimati Uma	16	2—21	1	0—06	4	0—29	10	1—57	..		31	4—53
Nesamony, Shri A.	1	0—06	1	0—35	..		1	0—14	..		3	1—45
Neswi, Shri T. R.	1	0—05	..		..		2	0—42	..		3	0—47
Nevatia, Shri R.P.	5	0—47	..		1	0—19	6	1—01	1	0—07	13	2—10
Nijalingappa, Shri S.	1	0—20	1	0—52	2	0—31	1	0—13	..		5	1—56
P												
Palchoudhuri, Shrimati Ila	13	1—28	5	0—43	4	0—18	9	1—12	..		31	3—41
Pande, Shri Badri Dutt	7	0—55	..		1	0—16	3	0—34	..		21	1—45
Pande, Shri C. D.	18	3—31	1	0—18	..		2	0—33	..		21	4—32
Pandey, Dr. Natabar	..		..				3	0—32	..		3	0—32
Pandit, Smt. Vijaylakshmi	1	0—15	2	0—38			1	0—23	..		4	1—16
Panna Lal, Shri			..				..				..	

1	2	3	4	5	6	7	8	9	10	11	12	13
Pant, Shri Devi Dutt	3	0—31					1	0—17			4	0—48
Pant, Pandit G. B.	48	13—40	6	2—15	4	1—30	4	2—16	2	0—19	64	20—40
Paragi Lal, Chaudhuri	..											
Paranjpe, Shri R. G.	..										..	
Parekh, Dr. Jayantilal Narbheram	1	0—21					1	0—16	..		2	0—37
Parikh, Shri Shantilal Girdharlal	4	0—35					3	0—29			7	1—04
Parmar, Shri Rupaji Bhaviji	1	0—13	..		..						1	0—13
Pataskar, Shri Hari Vinayak	121	25—01	..		2	0—26	4	0—59	1	0—18	128	26—44
Patel, Shri Bahadurbhai Kunthabhai	..		..		..		..		..		..	
Patel, Shrimati ManibenVallabhbhai	9	1—24	2	0—29	1	0—08	10	2—27			22	4—28
Patel, Shri Rajeshwar	..		..		..				..		..	
Pateria, Shri Sushil Kumar	..		..						..			
Patil, Shri P. R. Kanavade	6	1—10	2	0—22	1	0—07	2	0—25	1	0—07	12	2—11
Patil, Shri S. K.	4	1—08	1	1—03	1	0—14	2	0—47	..		8	3—12
Patil, Shri Shankargauda Veeranagauda	..		..				3	0—30	..		3	0—30
Patnaik, Shri Uma Charan	14	3—18	..		5	1—27	8	2—29	1	0—04	28	7—18
Pawar, Shri Vyankatrao Pirajirao	1	0—09	..		..		..		..		1	0—09
Pillai, Shri P.T. Thanu	10	1—48	4	0—46	1	0—08	4	0—47	2	0—55	21	4—24
Pocker, Shri B.	9	1—00	..		..		5	1—56	..		14	2—56
Prabhakar, Shri Naval	6	0—56	2	0—30	..		4	0—45	.		12	2—11
Punnoose, Shri P.T.	36	5—44	1	0—22	7	2—31	17	3—51	2	0—16	63	12—44
R												
Rachiah, Shri N.	28	4—04	3	0—42	1	0—21	9	1—50	..		41	6—57
Radha Raman, Shri	22	4—51	3	0—38	2	0—13	10	2—26	1	0—09	38	8—17
Raghavachari, Shri K.S.	89	15—28	6	0—52	6	1—07	11	3—08	1	0—09	113	20—44
Raghavaiah, Shri Pisupati Venkata	17	3—45	..		..		4	1—06	..		21	4—51
Raghubir Singh, Choudhary	1	0—14	..		..		..		..		1	0—14
Raghunath Singh, Shri	17	2—34	2	0—25	3	0—24	8	1—45			30	5—08
Raghuramaiah, Shri Kotha	33	5—32	11	2—30	7	1—37	6	1—24	2	0—21	59	11—24
Raiji, Shrimati Jayashri	44	7—08	1	0—08	2	0—08	9	1—25	1	0—07	57	8—56
Raj Bahadur, Shri	9	0—59			1	0—25	6	1—54	..		16	3—18
Rajabhoj, Shri P.N.	22	2—41	9	1—30	7	1—07	13	2—54	..		51	8—12
Ramchander, Dr. D.	2	0—17			1	0—11	1	0—06			4	0—34
Ramaseshaiah, Shri N.					1	1	1	0—07			1	0—07

1	2	3	4	5	6	7	8	9	10	11	12	13
Ramasami, Shri M.D.	1	0—02	..		..		26	0—49	..		7	0—51
Ramaswamy, Shri P.	1	0—10	..	..	..		1	0—11	..		2	0—21
Ramaswamy, Shri S.V.	48	10—43	1	0—08	3	0—43	8	1—58	1	0—05	61	13—37
Ram Dass, Shri	5	0—37	2	0—36	1	0—09	5	1—01	..		13	2—23
Ram Krishan, Shri	..		..		..		2	0—17	..		2	0—17
R.N. Singh, Shri	6	1—23	2	0—22	..		5	0—48	1	0—07	14	2—40
Ram Narayan Singh, Babu	23	5—02	..		1	0—05	8	1—51	..		32	6—58
Ram Saran, Shri	..		..		..		3	0—40	..		3	0—40
Ram Shankar Lal, Shri	..		..		..		..		..		..	
Ram Subhag Singh, Dr.	6	1—03	3	0—42	6	1—14	10	2—18	2	0—15	27	5—32
Randaman Singh, Shri	2	0—20	3	0—33	..		2	0—24	..		7	1—17
Rane, Shri Shivram Rango	8	0—48	..		1	0—06	..		..		9	0—54
Ranjit Singh, Shri	2	0—16	1	0—12	2	0—23	2	0—22	..		7	1—13
Rao, Dr. Ch. V. Rama	24	4—19	1	0—17	9	1—19	10	2—29	1	0—11	45	8—35
Rao, Shri B. Rajagopala	2	0—30	..		..		2	0—24	..		4	0—54
Rao, Shri B. Shiva	4	1—03	2	0—28	..		4	1—20	..		10	2—51
Rao, Shri Kadyala Gopala	7	2—27	2	0—31	..		5	1—14	..		14	4—12
Rao, Shri Kanety Mohana	2	0—12	..		..		..		..		2	0—12
Rao, Shri Kondru Subba	2	0—27	..		..		..		..		2	0—27
Rao, Shri Pendyal Raghava	2	0—18	..		..		2	0—24	..		3	0—42
Rao, Shri K. Subba	..		..		..		3	0—32	..		3	0—32
Rao, Shri P. Subba	4	0—47	..		1	0—06	6	1—01	..		11	1—54
Rao, Shri Rayasam Seshagiri	16	1—11	1	0—06	..		4	0—43	..		21	2—00
Rao, Shri T.B. Vittal	32	6—03	3	0—31	3	0—31	25	5—10	..		63	12—15
Raut, Shri Bhola	..		..		..		..		..		..	
Ray, Shri Birakisor	7	3—13	1	0—49	..		..		..		8	4—02
Razmi, Shri Saidullah Khan	..		..		..		1	0—16	..		1	0—16
Reddi, Shri B. Ramachandra	32	5—40	4	1—09	12	2—39	24	4—54	6	1—17	78	15—39
Reddi, Shri C. Madhao	..		1	0—08	..		3	0—43	..		4	0—51
Reddi, Shri Halabarvi Sitaram	..		..		..		1	0—13	..		1	0—13
Reddi, Shri Ram Narayana	..		1	0—26	..		..		..		1	0—26
Reddi, Shri Y. Eswara	2	0—25	1	0—12	..		3	0—45	..		6	1—22
Reddy, Shri Badam Yella	2	0—23	..		1	0—13	..		..		3	0—36
Reddy, Shri K. Janardhan	2	0—23	..		..		1	0—15	..		3	0—38
Reddy, Shri K.C.	6	2—05	..		1	0—15	6	2—30	1	0—25	14	5—15

1	2	3	4	5	6	7	8	9	10	11	12	13
Reddy, Shri Ravi Narayan .	1	0—16	..		1	0—18	..	..	..		2	0—24
Reddy, Shri T.N. Viswanatha .	6	1—22	..	..	6	1—14	10	2—33	..		22	5—09
Richardson, Rt. Rev. John. .	..	..	..	..	..		..		..		..	
Rishang Keishing, Shri . .	7	0—59	3	1—03	..		7	1—43	..		17	3—45
Roy, Shri Bishwa Nath . .	..		..		..		3	0—32	..		3	0—32
Rup Narain, Shri . . .	..		..		..		2	0—31	1	0—05	3	0—56
S												
Saha, Shri Meghnad .	13	2—27	5	1—34	2	0—15	10	2—48	2	0—41	32	7—45
Sahai, Shri Raghubir . .	23	5—14	2	0—26	9	2—15	8	1—55	..		42	9—50
Sahaya, Shri Syamnandan .	14	2—36	1	0—45	1	0—24	3	0—51	1	0—09	20	4—45
Sahu, Shri Bhagabat .	..		..	..	..		..		..		..	
Sahu, Shri Rameshwar . .	..	..	..	..	..	..	..	..	..	..	..	..
Saigal, Sardar Amar Singh .	25	2—40	1	0—22	4	0—27	15	2—39	2	0—16	47	6—24
Saksena, Shri Mohanlal . .	14	2—35	1	0—24	..		10	3—20	1	0—10	26	6—29
Saksena, Shri Shibbanlal .	14	2—00	2	0—22	4	0—46	10	1—10	..		30	4—18
Samanta, Shri Satis Chandra .	33	3—11	2	0—12	7	1—33	9	1—34	..		51	5—30
Sanganna, Shri T. . . .	..		..		..		..	..	..		..	
Sankarapandian, Shri M. . .	..	..	..		..		1	0—08	..		1	0—08
Sarmah, Shri Debendra Nath .	9	1—24	1	0—17	..		2	0—40	1	0—08	13	2—29
Sarmah, Shri Debeswar . .	2	0—28	1	0—40	5	1—21	9	1—46	..		17	4—15
Satish Chandra, Shri . .	..	..	..		3	1—16	8	2—00	..		11	3—16
Satyawadi, Dr. Virendra Kumar	5	0—31	3	0—38	..		5	1—02	..		13	2—11
Sen, Shrimati Sushama . .	26	2—40	2	0—07	1	0—03	11	1—40	..		40	4—30
Sen, Shri Phani Gopal . .	..		1	0—11	..		1	0—13	..		2	0—24
Sen, Shri Raj Chandra . .	..		..	..	..		..		..		..	
Sewal, Shri A.R. . . .	..		..		..		..		..		..	
Shah, Her Highness Rajmata Kamlendu Mati . . .	20	1—51	5	0—29	1	0—10	14	1—40	..		40	4—10
Shah, Shri Chimanlal Chakubhai	57	13—03	1	1—09	3	0—28	1	0—12	..		62	14—52
Shah, Shri M. C. . . .	60	8—38	1	0—23	1	0—25	13	1—23	1	0—12	76	11—01
Shah, Shri Raichand Bhai N. .	4	0—30	1	0—20	..		..		..		5	0—50
Sharma, Pandit Balkrishna .	7	1—37	..		..		1	0—40	.		8	2—17
Sharma, Pandit Krishna Chandra	41	7—26	..		3	0—33	3	0—49	1	0—16	48	8—54
Sharma, Shri Diwan Chand .	57	12—26	2	0—30	11	2—46	18	3—40	2	0—25	90	19—47
Sharma, Shri Khushi Ram .	3	0—31	..		..	..	1	0—11			4	0—42

1	2	3	4	5	6	7	8	9	10	11	12	13
Sharma, Shri Nand Lal	42	8—40	3	1—10	2	0—10	14	2—55	2	0—17	63	13—12
Sharma, Shri Radha Charan	3	0—36	..	..	..		..		..		3	0—36
Shastri, Pandit Algu Rai	12	2—36	1	0—16	4	0—39	5	1—02	..		22	4—33
Shastri, Shri Bhagwandutt	9	1—42	3	0—39	1	0—10	2	0—28	..		15	2—59
Shastri, Shri Hari Har Nath	4	0—39	..		..	..	1	0—13	..	..	5	0—52
Shastri, Shri Lal Bahadur	2	0—18	..	..	1	0—01	6	4—13	2	1—17	11	5—49
Shastri, Shri Raja Ram	6	1—32	1	0—02	3	0—34	4	1—03	..		14	3—11
Shastri, Swami Ramanand	2	0—22	1	0—13	1	0—10	1	0—13	..		5	0—58
Shivananjappa, Shri M.K.	2	0—23	1	0—14	..		..	..	..		3	0—37
Shobha Ram, Shri	2	0—24	..		..		3	0—53	..		5	1—17
Shrimali, Dr. K.L.	1	0—11	..		..		2	1—21	..		3	1—32
Shriman Narayan, Shri	8	1—35	2	0—20	4	0—55	6	1—19	..		20	4—09
Shukla, Pandit Bhagwaticharan	..	..	..		..		1	0—10	..		1	0—10
Siddananjappa, Shri H.	3	0—29	..		..		1	0—19	..		4	0—48
Singh, Shri Dinesh Pratap	1	0—11	..		..		..	..	..		1	0—11
Singhal, Shri Shri Chand	6	1—09	..	..	1	0—20	2	0—24	..	..	9	1—53
Sinha, Dr. Satyanarain	5	1—18	8	2—35	2	0—24	10	1—48	1	0—10	26	6—15
Sinha, Shri Anirudha	1	0—17	1	0—10	..		1	0—10	..		3	0—37
Sinha, Shri Awadheshwar Prasad	..		1	0—15	..		3	0—20	..		4	0—35
Sinha, Shri Banarasi Prasad	12	1—44	..		..		3	0—57	..		15	2—41
Sinha, Shri Chandreshwar Narain Prasad	..	..	..		..		1	0—11	..		1	0—11
Sinha, Shri Gajendra Prasad	1	0—14	..		..		2	0—20	..		3	0—34
Sinha, Shri Jhulan	2	0—48	..		1	0—15	1	0—18	..		4	1—21
Sinha, Thakur Jugal Kishore	10	1—17	1	0—10	2	0—37	2	0—23	1	0—10	16	2—37
Sinha, Shri Kailash Pati	3	0—27	..		1	0—10	1	0—07	..		5	0—44
Sinha, Shri Nageshwar Prasad	2	0—12	..		..		7	1—33	..		9	1—45
Sinha, Shri S.	..		..		..	..	..	..	..	..	..	
Sinha, Shri Satya Narayan	9	1—06	..		2	0—23	1	0—27	..		12	1—56
Sinha, Shri Satyendra Narayan	4	0—26	..		1	0—17	3	0—52	..		8	1—35
Sinha, Shrimati Tarkeshwari	12	3—24	1	0—13	4	1—05	11	3—13	1	0—15	29	8—10
Sinhasan Singh, Shri	33	5—47	1	0—09	3	0—51	7	1—38	..		44	8—25
Siva, Dr. M.V. Gangadhara	4	0—35	1	0—11	2	0—09	1	0—15	..		8	1—10
Sonatak, Shri Nardeo	..	..	..		..		2	0—21	..		2	0—21
Sodhia, Shri Khub Chand	34	4—33	..	..	4	0—47	2	0—32	1	0—07	41	5—59

1	2	3	4	5	6	7	8	9	10	11	12	13
Somana, Shri N.	18	2—16	..	..	1	0—07	7	1—19	..	..	26	3—42
Somani, Shri G. D.	31	7—18	2	0—27	8	2—42	20	5—23	1	0—18	62	16—08
Soren Shri Paul Jujhar	1	0—16	..		..		1	0—04	..		2	0—20
Subrahmanyam, Shri Kandala	3	0—44	..	..	..		1	0—13	..		4	0—57
Subrahmanyam, Shri Tekur	11	2—02	3	0—43	..		7	1—13	..		21	3—58
Sunder Lall, Shri	..		..	..	..	..	..	..	..		..	
Suresh Chandra, Dr.	22	2—46	1	0—07	6	0—56	11	1—40	1	0—10	41	5—39
Suriya Prashad, Shri	1	0—07	..	..	1	0—08	3	0—21	..		5	0—36
Swaminadhan, Shrimati Ammu	4	0—28	1	0—05	..	..	5	0—46	..		10	1—19
Swami, Shri Sivamurthi	12	1—53	3	0—47	5	1—20	9	1—43	..	..	29	5—43
Swamy, Shri N.R.M.	9	1—29	1	0—18	1	0—06	6	..	..		17	3—16
Swaran Singh, Sardar	10	3—07	5	1—40	..	..	5	3—14	..	..	20	8—01
Syed Ahmed, Shri	..	..	..	..	..		..	..	..		..	..
Syed Mahmud, Dr.	1	0—04	1	0—14	..		3	0—55	..		5	1—13
T												
Talib', Shri Piare Lall Kureel	..		2	0—38	..		2	0—30	..		4	1—08
Tandon, Shri Purushottamdas	17	4—41	8	2—58	3	1—22	11	4—56	..		39	13—57
Tek Chand, Shri	85	16—08	4	1—28	5	0—52	8	1—55	..		102	20—23
Telkikar, Shri Shankar Rao	8	1—25	..		1	0—13	3	0—19	..		12	1—57
Tewari, Sardar Raj Bhanu Singh	1	0—08	1	0—11	..		..		..		2	0—19
Thimmaiah, Shri Dodda	3	0—15	4	0—44	6	1—09	8	1—33	..		21	3—41
Thirani, Shri G.D.	..		..		..		..		..		..	..
Thirukuralar, Shri V. Muniswamy Avi	4	0—39	..	..	..		6	1—25	..		10	2—04
Thomas, Shri A.M.	55	10—07	2	0—51	7	2—31	19	5—02	4	0—26	87	18—57
Thomas, Shri A.V.	13	1—59	..		4	0—42	1	0—09	..		18	2—50
Tirtha, Swami Ramananda	5	1—14	3	1—02	1	0—13	3	0—34	..		12	3—03
Tivary, Shri Venkatesh Narayan	..		..		..		..		..		..	
Tiwari, Pandit B.L.	..		..		..		..		..		..	..
Tiwari, Shri Ram Sahai	2	0—10	..		..		4	0—40	..	..	6	0—50
Tiwary, Pandit Dwarka Nath	18	3—23	1	0—13	6	1—01	5	1—18	1	0—07	31	6—02
Tribhuan Narayan Singh, Shri	20	4—52	4	1—34	1	0—06	15	2—32	3	0—54	43	9—49
Tripathi, Shri Hira Vallabh	..	..	..	..	..		..	..	..	..	..	
Tripathi, Shri Kamakhya Prasad	24	6—09	3	0—47	4	11—33	13	3—21	1	0—07	45	11—57
Tripathi, Shri Vishwambhar Dayal	..	..	..	..	..	..	..		..		..	

1	2	3	4	5	6	7	8	9	10	11	12	13
Trivedi, Shri U.M. . . .	109	20—31	7	1—55	3	0—58	21	5—41	4	0—46	144	29—51
Tudu, Shri Bharat Lal . .	1	0—13	..		..		..	..	..	..	1	0—13
Tulsidas Kilachand, Shri . .	93	19—03	3	0—53	4	1—13	25	6—14	6	1—21	131	28—44
Tyagi, Shri Mahavir .	7	1—31	..		2	0—18	3	1—29	1	0—07	13	3—25
U												
Vikey, Shri M. G. . .	1	0—13	3	0—57	1	0—12	3	0—35	..		8	1—57
Upadhyey, Pandit Munishwar Dutt	23	5—07	2	0—38	3	0—49	2	0—20	2	0—38	32	7—32
Upadhyaya,Shri Shiva Datt .	3	0—45	..	..	..		..		..		3	0—45
Upadhyaya, Shri Shiva Dayal .	..		..		..		..		2	0—18	2	0—18
V												
Vaishnav, Shri Hanamantrao Ganeshrao	14	2—29	..	..	..		..	..	2	0—30	16	2—59
Vaishya, Shri Muldas Bhuderdas	4	0—44	2	0—28	1	0—06	1	0—16	..		8	1—34
Vallatharas, Shri K.M. .	32	9—42	1	0—15	1	0—10	6	1—31	..		40	11—38
Varma, Shri B.B. .	..		..		..	..	..		..		..	
Varma, Shri Manikya Lal . .	..		1	0—17	..		..		..		1	0—17
Vartak, Shri G.D. .	..		..		..		1	0—14	..	..	1	0—14
Veeraswamy, Shri V. .	14	2—36	1	0—17	2	0—19	8	1—43	1	0—04	26	4—59
Velayudhan, Shri R. .	31	5—41	6	1—16	4	0—47	16	2—52	2	0—14	59	10—50
Venkatareman, Shri R. .	69	12—39	2	0—48	5	1—17	12	3—19	2	0—27	90	18—30
Verma, Shri Bulaqi Ram . .	2	0—17			..		1	0—08	..		3	0—25
Verma, Shri Ramji . . .	1	0—08	1	0—07	..		8	1—28	..		10	—43
Vidyalankar, Shri Amarnath .	10	1—58	4	1—04	3	0—35	14	3—20	..		31	6—57
Vishwenath Prasad, Shri . .	..	..	..	..	..		..	..	..		..	
Vyas,Shri Radhelal ..	15	2—28	2	0—38	1	0—12	9	1—50	1	0—04	28	5—12
W												
Waghmare, Shri Narayan Rao .	..	..	1	0—10	..	..	3	0—29	..		4	0—39
Wilson, Shri JLN. .	..		..	..	..		..		..		..	
Z												
Zaidi, Col. B.H. . .	5	0—50	1	0—11	..	..	3	0—59	..	..	9	2—00

APPENDIX-PART-II
RAJYA-SABHA

STATEMENT SHOWING THE DATES OF COMMENCEMENT AND TERMINATION OF SESSIONS OF RAJYA SABHA

[Up to the 15th Session]

Sessions	Date of Commencement	Date of termination	Duration of Session (in days)	Total No. of working days	Total No. of days in a year on which the House sat
First	13-5-1952	14-8-1952	51	39	1952—61 days
Second	24-11-1952	22-12-1952	28	22	
Third	11-2-1953	16-5-1953	75	51	1953—100 days
Fourth	24-8-53	23-9-1953	32	24	
Fifth	23-11-1953	24-12-1953	31	25	
Sixth	15-2-1954	19-5-1954	63	50	1954—103 days
Seventh	23-8-1954	30-9-54	39	29	
Eighth	25-11-1954	24-12-1954	30	24	
Ninth	21-2-1955	4-4-1955	73	51	1955—112 days
Tenth	16-8-1955	1-10-1955	47	35	
Eleventh	21-11-1955	24-12-1955	34	26	
Twelfth	15-2-56	16-3-1956	31	23	1956—114 days
Thirteenth	23-4-1956	31-5-56	39	29	
Fourteenth	30-7-1956	13-9-1956	46	35	
Fifteenth	19-11-1956	22-12-1956	34	27	

XIV

CHRONOLOGY OF IMPORTANT EVENTS DURING THE FIRST PARLIAMENT

(RAJYA SABHA)

First Session

May 13, 1952	. First Session commenced. On the request of the Chairman, Dr. S. Radhakrishnan, members stood in prayerfull silence for two minutes to mark the solemn occasion of their first meeting as Members of the Council of States.
May 16, 1952	. President addressed both Houses of Parliament assembled together.
May 31, 1952	. Shri S.V. Krishnamoorthy Rao was elected Deputy Chairman.
July 28, 1952	. The Special Marriage Bill, 1952 introduced.
August 7, 1952	. Motion to circulate the Special Marriage Bill, 1952, for eliciting opinion, adopted.
August 14, 1952	. Adjourned *sine die*.

Second Session

November 24, 1952.	Second Session commenced.
December 11, 1952 .	The Hindu Marriage and Divorce Bill, 1952, the first instalment of the much debated and controversial Hindu Code Bill, was introduced.
December, 12, 1952.	The food situation discussed and the policy of Government regarding general control approved.
December 18, 1952 .	Resolution recording general approval of the principles, objectives and programme in the First Five Year Plan prepared by the Planning Commission adopted.
December 20, 1952 .	Motion to circulate the Hindu Marriage and Divorce Bill, 1952 for eliciting opinion adopted.
December 22, 1952 .	The Delimitation Commission Bill, 1952 as passed by the House of the People passed.
December 22, 1952 .	Adjourned *sine die*.

Third Session

February 11, 1953 .	President addressed both Houses of Parliament assembled together.
March 26, 1953 .	Proclamation issued by the President on the 4th March, 1953 under article 356 of the Constitution assuming to himself all the functions of the Government of Patiala and East Punjab States Union approved.
April 9, 1953 .	The second part of the Hindu Code Bill, namely, the Hindu Minority and Guardianship Bill, 1953 introduced.
April 20, 1953 .	Motion to circulate the Hindu Minority and Guardianship Bill, 1953, for eliciting opinion adopted.
May 1, 1953 .	Shri B.C. Ghose sought to raise a question of privilege in respect of points raised by Pandit Thakur Das Bhargava in the House of the People at its sitting held on 30-4-53 with reference to a speech by the Leader of the Council. Permission to raise the question withheld.
	A resolution directing the Leader of the House not to be present in the House of the People when the above points are discussed there was passed.
May 14, 1953	The Air Corporation Bill, 1953 nationalising the Air Services in the country passed.
May 16, 1953 .	Motion to refer the Special Marriage Bill, 1952, to a Joint Committee of the Houses adopted.
.	Adjourned *sine die*.

Fourth Session

August 24, 1953 .	Fourth Session commenced.
September 12, 1953.	The Andhra State Bill, 1953, as passed by the House of the People, passed.
September 15, 1953.	Proclamation, issued by the President under article 356 of the Consitution in respect of PEPSU, passed.
September 16, 1953.	The motion for reference of the Special Marriage Bill, 1952 to a Joint Committee of the Houses, adopted.
September 22, 1953.	The Estate Duty Bill, 1953, as passed by the House of the People, passed.
September 23, 1953.	Motion regarding international situation moved and passed.
September 23, 1953.	Adjourned *sine die*.

Fifth Session

November 23, 1953. Fifth Session commenced.

December 22, 1953. Dr. K.N. Katju made the statement regarding the setting up of a Commission for the reorganisation of States in India.

December 23, 1953. Considered the working of the Preventive Detention Act, 1950, and opined that there is more than ample justification for continuance of the Act for the remaining period of its existing term.

December 24, 1953. Considered the international situation and approved the policy of the Government of India in relation thereto.

Adjourned *sine die*.

Sixth Session

February 15, 1954. Sixth Session commenced.

The President addressed the Houses of Parliament at a joint sitting.

The Chairman made an obituary reference to Shri Puranmal Lahoti, a sitting member.

The Chairman and the Prime Minister also made references to the tragedy at Kumbha Mela on the 3rd February, 1954.

February 16, 1954. Passed the Drugs and Magic Remedies (Objectionable Advertisements) Bill, 1953.

February 19, 1954. The Budget (Railways) 1954-55 laid on the Table. Adopted the Motion of Thanks on the President's Address.

February 23, 1954. Discussion on the Budget (Railways) commenced.

March 1, 1954. Discussion on the Budget (Railways) concluded.

March 2, 1954. Discussion on the Budget (General) 1954-55, commenced.

March 8, 1954. Discussion on the Budget (General) 1954-55, concluded.

March 16, 1954. Motion for reference of the Hindu Marriage and Divorce Bill, 1952 to a Joint Committee of the Houses adopted.

March 18, 1954. Passed the Press (Objectionable Matter) Amendment Bill, 1953, as passed by the House of the People.

April 23, 1954. Passed the Muslim Wakf Bill, 1952, as passed by the Lok Sabha—a Private Member's Bill.

April 28, 1954. Passed the Children Bill, 1953.

May 8, 1954. Passed the Special Marriage Bill, 1952.

May 15, 1954. The Chairman made a request to the Privileges Committee of the Council to evolve, in consultation with the Privileges Committee of the Houe of the People, an agreed procedure by mutual consent to be followed when any complaint regarding breach of privilege is made against a Member of the other House.

May 18, 1954. Approved the policy of the Government in relation to the existing international situation.

May 19, 1954. Passed the Salaries and Allowances of Members of Parliament Bill 1954, as passed by the Lok Sabha.

Adjourned *sine die*.

Seventh Session

August 23, 1954. Seventh Session commenced.

The Chairman made a reference to the passing away of Shri Suresh Chandra Mazumdar, Member, Council of States.

The Chairman announced that the Council of States would be called "Rajya Sabha" and its Secretariat "Rajya Sabha Secretariat".

The report of the Joint sitting of the Committee of Privileges of the Lok Sabha and the Rajya Sabha presented to the House.

Motion for reference of the Hindu Minority and Guardianship Bill, 1953 to a Joint Committee of the Houses moved.

August 25, 1954. Motion for reference of the Hindu Minority and Guardianship Bill, 1953, to a Joint Committee of the Houses adopted.

August 27, 1954. The House approved the policy of the Government in relation to the international situation.

September 2, 1954. The House discussed the Government order modifying the decision of the Labour Appellate Tribunal on Bank dispute on a motion made by Shri P. Sundarayya.

September 7, 1954. The House concluded its debate on the Report of the Commissioner for Scheduled Castes and Scheduled Tribes.

September 14, 1954. Passed the Prevention of Food Adulteration Bill, 1954, as passed by the Lok Sabha.

September 20, 1954. Approved the programme and the steps taken by the Central Government regarding the flood situation.

September 23, 1954. Amendment made by the Lok Sabha in the Special Marriage Bill, 1954, agreed to.

Passed the Chandernagore (Merger) Bill, 1954, as passed by the Lok Sabha.

September 25, 1954. Passed the Displaced Persons (Compensation and Rehabilitation) Bill, 1954, as passed by the Lok Sabha.

September 28, 1954. Passed the Constitution (Third Amendment) Bill, 1954, as passed by the Lok Sabha.

September 29, 1954. Shri O. V. Alagesan made a statement in respect of the Railway Accident in Hyderabad-Kazipet.

September 30, 1954. Shri T.T. Krishnamachari made a statement in respect of the Railway Accident in Hyderabad-Kazipet Sector.

Adjourned *sine die.*

Eighth Session

November 25, 1954. Eighth Session commenced.

Prime Minister made a reference to the demise of Shri R.A. Kidwai.

House adjourned for the day.

November 26, 1954. Shrimati Lilavati Munshi moved a resolution to prohibit exhibition of indecent films, whether foreign or Indian.

November 30, 1954. President's Proclamation assuming to himself all functions of the Government of Andhra—Motion adopted.

December 15, 1954. The House observed a minute's silence as a mark of respect to the memory of Shri J.P. Srivastava.

The Hindu Marriage and Divorce Bill, 1952, passed.

December 22, 1954. The Succession Bill, 1954 was introduced.

Shri R.P. Sinha's motion to discuss the U.P.S.C. reports was moved.

December 23, 1954. Shrimati Lakshmi N. Menon read out to the House the Joint statement by the Prime Minister of India and the President of Yougoslavia.

Shri G.L. Nanda's motion to discuss the progress of the five year plan for 1953-54 was taken up for consideration.

Adjourned *sine die.*

Ninth Session

February 21, 1955. Ninth Session commenced.

President addressed both Houses of Parliament assembled together.

February 28, 1955. Railway Budget Discussion.

March 2, 1955 The Working Journalists (Industrial Disputes) Bill, 1955, was passed.

March 4, 1955. Resolution to commemorate Mahakavi Kalidasa was moved by Shri Gopi Krishna Vijayavargiya.

March 11, 1955. Discussion on General Budget concluded.

March 14, 1955 The House observed silence for a minute in memory of the late King of Nepal.

March 22, 1955. The Hindu Succession Bill, 1954—Motion to refer the Bill to a Joint Committee of the Houses moved—Discussion lasted for 4 days.

March 30, 1955 The Hindu Minority and Guardianship Bill, 1953, was taken up for consideration.

May 3, 1955. The River Boards Bill and the Inter-State Water Disputes Bill 1955 were introduced.

May 4, 1955. The Prime Minister made a statement regarding the alleged deportation of Goa satyagrahis.

The Abolition of Whipping Bill, 1955, introduced

May 19, 1955. Adjourned *sine die.*

Tenth Session

August 16, 1955. Tenth Session commenced.

Shri Govind Ballabh Pant, Leader of the House, and the Chairman Rajya Sabha, made references to the shooting down of unarmed satyagrahis at the Goa border by the soldiers of Portuguese Government on the 15th August, 1955. House stood in silence for two minutes as a token of sorrow and thereafter adjourned for half-an hour.

Report of Committee of the Houses on the University Grants Commission Bill, 1954, laid on the Table of the House.

August 25, 1955. The Abolition of Whipping Bill 1955, passed.

September 5, 1955. Report of the Commissioner for Scheduled Castes and Scheduled Tribes for the year 1954 discussed.

September 6, 1955. Motion regarding international situation adopted.

September 12, 1955. Motion for reference of the Inter-State Water Disputes Bill, 1955, to a Joint Committee of the Houses, adopted.

September 14, 1955. Motion on the Report of the Press Commission adopted in an amended form (Motion moved on the 7th April, 1955).

September 15, 1955. Motion for reference of the River Boards Bill, 1955, to a Joint Committee of the Houses, adopted.

September 15, 1955. Motion for concurrence by the Rajya Sabha in the motions passed by the Lok Sabha, amending the Displaced Persons (Compensation and Rehabilitation) Rules, 1955, adopted.

September 28, 1955. The Companies Bill, 1955, as passed by the Lok Sabha, adopted as further amended by the Rajya Sabha.

September 30, 1955 . Amendments to the All India Services (Discipline and Appeal) Rules, 1955 moved by Shri H.C. Mathur and Shri Gopi Krishna Vijaivargiya moved, negatived.

October 1, 1955 The Copyright Bill, 1955, introduced.

Consideration of the Hindu Succession Bill, 1954, as reported by the Joint Committee of the Houses taken up.

Adjourned *sine die*.

Eleventh Session

November 21, 1955. Eleventh Session commenced.

November 30, 1955. The Hindu Succession Bill, 1955 adopted.

December 1, 1955 . The Working Journalists (Conditions of Service) and Miscellaneous Provisions Bill, 1955 adopted.

December 7, 1955 . The University Grants Commission Bill, 1955, as passed by the Lok Sabha, passed as further amended by the Rajya Sabha.

December 9, 1955 . The River Boards Bill, 1955, as reported by the Joint Committee of the Houses, passed.

December 12, 1955 . The Inter-State Water Disputes Bill, 1955, as reported by the Joint Committee of the Houses passed.

December 14, 1955 . The Citizenship Bill, 1955, as passed by the Lok Sabha, passed.

December 15, 1955 . The Constitution (Fifth Amendment) Bill, 1955, as passed by the Lok Sabha passed.

December 19, 1955 . Motion on the Report of the States
December 20, 1955 . Reorganisation Commission dis-
December 21, 1955 . cussed.
December 22, 1955 .
December 23, 1955 .
December 24, 1955 .

December 24, 1955 . Adjourned *sine die*.

Twelfth Session

February 15, 1956 . Twelfth Session commenced.

President addressed both Houses jointly.

February 16, 1956 . Motion for reference of the Copyright Bill, 1955 to a Joint Committee of the Houses adopted.

February 23, 1956 . The Budget (Railways) 1956-57 laid on the Table of the House.

February 29, 1956 . The Budget (General) 1956-57 laid on the Table of the House.

March 16, 1956 . The U.P.S.C. Reports for the periods, between 1st April, 1953 to 31st March, 1954 and 1st April, 1954 to 31st March, 1955 discussed.

Adjourned *sine die*.

Thirteenth Session

April 23, 1956 . Thirteenth Session commenced.

Proclamation issued by the President under article 356 of the Constitution in relation to Travancore-Cochin, discussed.

April 25, 1956 Election of the Deputy-Chairman—Shri S.V. Krishnamoorthy Rao—re-elected.

May 2, 1956 . Motion for reference to a Joint Committee of the Houses of the States Reorganisation Bill, 1956, adopted.

May 15, 1956 Amendments made by the Lok Sabha in the Hindu Succession Bill, 1955, agreed to.

The Second Five Year Plan presented.

May 16, 1956 Motion for reference to a Joint Committee of the Houses of the Constitution (Tenth Amendment) Bill, 1956 adopted.

May 16, 1956 . } Travancore-Cochin Budget 1956
May 17, 1956 . } General Discussion.

May 26, 1956 . Resolution on the Second Five Year Plan discussed. Discussion not concluded and adjourned to next session.

May 30, 1956 The Life Insurance Corporation Bill, 1956, as passed by the Lok Sabha, adopted.

May 31, 1956 Motion regarding the statistical information on the working of the Preventive Detention Act, 1950, during the period 30th September, 1954 to 31st March, 1956 adopted.

May 31, 1956 . The Constitution (Sixth Amendment) Bill, 1956, as passed by the Lok Sabha adopted.

Adjourned *sine die*.

Fourteenth Session

July 30, 1956 . Fourteenth Session commenced.

July 31, 1956 The Bihar and West Bengal (Transfer of Territories) Bill was referred to a Joint Committee.

August 2, 1956 The Medical Council Bill was passed.

August 8, 1956 The House observed silence for two minutes in memory of Shri H.C Mukherji, Governor of West Bengal.

August 10, 1956 . The Code of Criminal Procedure (Amendment) Bill, 1956—a Private Member's Bill passed by the Lok Sabha—was passed.

August 11, 1956 The Newspaper (Price and Page) Bill was passed.

August 16, 1956 . The States Reorganisation Commission Bill, 1956 came up for consideration.

August 23, 1956 . The Hindu Adoption and Maintenance Bill, 1956 was introduced.

August 24, 1956 . A Private Member's Bill—The Ancient and Historical Monuments, Archaeological Sites and Remains (Declaration of National Importance) Second Amendment Bill, 1956, by Dr. Raghubir Singh, passed.

August 27, 1956 The West Bengal and Bihar (Transfer of Territories) Bill—discussion started.

September 4, 1956 . President's proclamation in relation to Travancore-Cochin discussed.

September 5, 1956 . Discussion of Five Year Plan.

September 11, 1956. The Constitution (Seventh Amendment) Bill, 1956 was passed.

September 12, 1956. Dr. Appleby's report was discussed.

September 13, 1956. Shri V.K.K. Menon read a statement by Prime Minister regarding latest developments in the Suez Canal Issue.

September 13, 1956. Adjourned *sine die.*

Fifteenth Session

November 9, 1956. Fifteenth Session commenced.

November 23, 1956. Shrimati Savitri Devi Nigam moved a resolution for appointing a Committee to examine problems regarding Prison Administration and Rehabilitation of *ex*-Prisoners.

November 26, 1956 Reference was made by Leader of the House to the demise of Shrimati Shivakamamma Radhakrishnan, wife of Chairman, Rajya Sabha. The House stood in silence for a minute as a mark of respect.

November 28, 1956 Discussion of the Hindu Adoption and Maintenance Bill, 1956 as reported by the Select Committee started (The last piece of legislation regarding Hindu Law Reforms has aroused considerable interest and controversy).

November 30, 1956. The Hindu Marriage (Amendment) Bill, 1956, by Dr. Shrimati Seeta Parmanand passed. The motion, to refer the Orphanages and Widows' Homes Bill, 1956, by Shri Kailash Behari Lal and for eliciting public opinion thereon was adopted.

Discussion on the Ariyalur Train tragedy.

December 3, 1956 . Private Member's motion to discuss international situation.

December 4, 1956 . Motion on international situation adopted.

December 6, 1956 . Dr. Ambedkar's death. House adjourned for the day.

December 7, 1956 Shri S. N. Mazumdar's resolution on Commonwealth and India's continuance in it discussed.

December 11, 1956 . The Press Council Bill passed. (An important landmark in the history of Press in India.)

December 14, 1956 . A Private Member's Bill passed by the Lok Sabha—The Women's, and Children's Institution Bill-1956.

December 15, 1956 . The Slum Areas (Improvement and Clearance Bill), 1956 was passed.

December 22, 1956 . Adjourned *sine die.*

XV

ANALYTICAL CHART REGARDING BILLS

(A) Government Bills

(Session-wise

	1	2	3	4	5	6	7	8	9	10	11	12	13	14	15
1 No of Sittings during which Bills were considered	24	15	34	19	23	34	19	19	38	28	18	11	23	29	22
2 No. of Bills introduced	4	2	9	5	5	10	4	4	6	3	3	..	2	4	8
3 No. of Bills circulated for eliciting opinion	1	1	1	..	..	1	..	..	..	..		..	..	..	..
4 No. of Bills referred to Joint/Select Committees	..	1	..	..	..	1	1	..	..	2	..	..	..	..	1
5 No. of Bills considered	28	21	34	5	19	36	20	12	31	22	21	18	18	29	39
6 No. of Bills withdrawn/negatived	..	..	..	..	..	1	..	..	..	..	..	..	1	..	..
7 No. of Bills passed/returned	27	17	33	5	18	32	16	12	28	18	20	17	15	25	39
8 No. of Bills pending at the end of Session	2	3	3	7	9	3	3	6	5	6	4	4	2	6	6

(B) Private Members' Bills

1 No. of Sittings during which Bills were considered	..	1	1	1	1	2	1	2	2	1	1	1	1	2	2
2 No. of Bills introduced		1	2	6	3	1	..	4	2	1	3	2	2	3	1
3 No. of Bills circulated for eliciting opinion		..	..	..	..	..		..	..	..	..	..	..	..	1
4 No. of Bills referred to Joint/Select Committees	..	..	..	..	..	..			..	..	..	..	..	..	..
5 No. of Bills considered				1	6	6	1	2	3	1	1	1	1	4	3
6 No. of Bills withdrawn/negatived				1	4	3	1	1	3	1	1		..	2	..
7 No. of Bills passed/returned		..	..	..	..	1		..	..		..	1	1	2	2
8 No. of Bills pending at the end of Session	..	..	3	7	6	1		2	2	2	5	5	7	6	6

STATEMENT REGARDING PRIVATE MEMBERS' BILLS DURING THE PERIOD MAY, 1952 TO 1956

(RAJYA SABHA)

Serial No.	Title	Name of Member in Charge	Dates of Debates	Remarks
1	The Factories (Amendment) Bill, 1952	Shri S. Guruswami	8-12-52, 4-9-53	Withdrawn
2	The Constitution (Third Amendment) Bill, 1953.	Shri Satyapriya Banerjee	10-4-53, 4-9-53, 4-12-53	Negatived
3	The Prevention of Cruelty to Animals Bill, 1953.	Shrimati Rukmini Devi Arundale.	10-4-53	President's recommendation under article 117(3) of the Constitution withheld.
4	The Standard of Weights and Measures Bill, 1953.	Shri Kishen Chand	4-9-53, 4-12-53	Negatived
5	The Indian Coinage (Amendment) Bill, 1953.	Shri Kishen Chand	4-9-53, 4-12-53, 5-3-54.	Negatived
6	The Hindu Childless Widow's Rights to Property.	Dr. Radha Kumud Mookerjee.	4-9-53, 5-3-54	Withdrawn
7	The Standards of Higher Education Co-ordinating Bill, 1953.	Shri Kishen Chand	4-9-53, 4-12-53	President's recommendation under article 117(3) of the Constitution withheld.
8	The Indian Suppression of Immoral Traffic and Brothels Bill, 1953.	Dr. Shrimati Seeta Parmanand.	4-9-53	Do
9	The Women's and Children's Institutions Licensing Bill, 1953.	Do.	4-9-53, 4-12-53	Ruled out of Parliament's legislative competence.
10	The Indian Penal Code (Amendment) Bill, 1953.	Shri K. Rama Rao	4-12-53, 5-3-54	Withdrawn
11	The Prevention of Cruelty to Animals Bill, 1953.	Shrimati Rukmini Devi Arundale.	4-12-53, 5-3-54	Withdrawn
12	The Unemployment Relief Bill, 1953	Shri P. Sundarayya	4-12-53	President's recommendation under article 117(3) of the Constitution withheld.
13	The Women's and Children's Institutions Licensing Bill, 1954.	Dr. Shrimati Seeta Parmanand.	23-4-54, 3-9-54	Withdrawn
14	The Orphanages and Widows' Homes Bill, 1954.	Shri Kailash Bihari Lall	3-12-54	President's recommendation under article 117(3) of the Constitution withheld.

erial No.	Title	Name of Member in charge	Dates of Debates	Remarks
15	The Representation of the People (Amendment) Bill, 1954.	Shri P. S. Rajgopal Naidu.	3-12-54, 25-3-55	Withdrawn
16	The Constitution (Forth Amendment) Bill, 1954.	Shri Satyapriya Banerjee	3-12-54, 17-12-54	Motion for eliciting opinion on the Bill negatived.
17	The Ancient and Historical Monuments and Archaeological Sites and Remains (Declaration of National Importance) Second Amendment Bill, 1954.	Dr. Raghubir Sinh	3-12-54, 17-12-54 24-8-56.	Passed. The title was changed into the Ancient and Historical Monuments and Archaeological Sites and Remains (Declaration of National Importance) Amendment Bill, 1956.
18	The Indian Trade Unions (Amendment) Bill, 1954.	Shri T. V. Kamalaswamy	17-12-54, 11-3-55.	Negatived
19	The Orphanages and Widows' Homes Bill, 1955.	Shri Kailash Bihari Lall	11-3-55, 25-3-55	Withdrawn
20	The Insurance (Amendment) Bill, 1955 .	Shri B. C. Ghose	25-3-55, 26-8-55	Do.
21	The Constitution (Fifth Amendment) Bill, 1955.	Shri Satyapriya Banerjee	26-8-55, 9-12-55	Negatived
22	The Chartered Accountants (Second Amendment) Bill, 1955.	Shri V. K. Dhage	9-12-55	Lapsed owing to termination of the membership of the Rajya Sabha of the Member in charge.
23	The Historical Records (Declaration of National Importance) Bill, 1955.	Dr. Raghubir Sinh	9-12-55	Pending
24	The Historical Records of National Importance (Preservation) Bill, 1955.	Dr. Raghubir Sinh	9-12-55	Do.
25	The Motor Vehicles (Amendment) Bill, 1956.	Shri S. N. Mazumdar	9-3-56	President's recommendation under article 117(3) of the Constitution withheld.
26	The Employees' Provident Funds (Amendment) Bill, 1956.	Shri S. N. Mazumdar	9-3-56, 24-8-56	Negatived
27	The Factories (Amendment) Bill, 1956	Shri S. N. Mazumdar	11-5-56	President's recommendation under article 117(3) of the Constitution withheld.
28	The Orphanages and Widows' Homes Bill, 1956.	Shri Kailash Bihari Lall	11-5-56, 15-12-56.	Circulated for eliciting opinion.
29	The Chartered Accountants (Amendment) Bill, 1956.	Shri V. K. Dhage	10-8-56	Pending
30	The Special Marriage (Amendment) Bill, 1956.	Dr. Shrimati Seeta Parmanand.	24-8-56	Pending
31	The Hindu Marriage (Amendment) Bill, 1956.	Dr. Shrimati Seeta Parmanand.	24-8-56, 30-11-56.	Passed
32	The Criminal Law (Amendment) Bill, 1956	Janab M. Muhammad Ismail Saheb.	14-12-56.	Pending

IMPORTANT STATEMENTS MADE BY MINISTERS IN THE RAJYA SABHA UPTO THE END OF THE FOURTEENTH SESSION

[Arranged Ministy-wise]

Designation of the Minister making the statement	Name of the Session	Date on which Statement made	Subject-matter of the statement
1	2	3	4
	Ministry of External Affairs		
1 Prime Minister . .	Third	15-5-1953	Foreign Affairs
2 Prime Minister . .	Sixth	19-5-1954	Review of Financial control
3 Prime Minister .	Sixth	16-3-1954	Situation in Korea
4 Parliamentary Secretary .	Sixth	8-5-1954	Recommendation of the Chandernagore inquiry.
5 Prime Minister .	Ninth	4-5-1955	Deportation of the Goa Satyagrahis.
6 Minister without Portfolio	Fourteenth	8-8-1956	Suez Canal Issue
7 Prime Minister .	Fourteenth	11-9-1956	Report of the Netaji Enquiry Committee.
8 Minister without Portfolio	Fourteenth	13-9-1956	Suez Canal Issue
9 Prime Minister .	Fifteenth	13-12-1956	Situation in Hungary
	Ministry of Finance		
10 Deputy Minister for Finance	Sixth	18-2-1954	Commonwealth Finance Ministers' Conference held in Sydney in January, 1954
11 Deputy Minister for Finance	Sixth	21-2-1954	Indian Development and Finance Corporation.
12 Prime Minister .	Sixth	19-5-1954	Review of Financial Control.
13 Minister for Revenue and Defence Expenditure.	Eighth	20-12-1954	Establishment of the State Bank of India.
14 Minister for Revenue and Civil Expenditure.	Eighth	21-12-1954	Observations made by the the Public Accounts Committee in their 9th report in connection with the jeep orders placed in London.
15 Minister for Revenue and Defence Expenditure	Ninth	3-5-1955	Reductions in the import duties on Cotton Texiles.
16 Minister for Revenue and Defence Expenditure.	Ninth	24-2-1955	Industrial Credit and Investment Corporation of India.
17 Leader of the House .	Twelfth	12-3-1956	Budget Leakage
18 Deputy Minister for Finance.	Fourteenth	30-8-1956	Life Insurance Corporation.

1	2	3	4
19 Minister for Revenue and Defence Expenditure.	Fifteenth	18-12-1956	Agreement between the Government of India and the Assam Oil Co.
	Ministry of Food and Agriculture		
20 Minister for Agricuture .	Sixth	8-3-1954	Rice deal with Burma.
21 Minister for Food and Agriculture.	Fourteenth	14-8-1956	Steps to check rise in prices of Foodgrains.
	Ministry of Home Affairs		
22 Prime Minister .	Second	9-12-1952	Formation of the State of Andhra.
23 Minister for Home Affairs	Third	25-5-1953	Formation of the State of Andhra.
24 Leader of the Council .	Fifth	15-12-1953	General Elections in PEPSU and Travancore-Cochin.
25 Minister for Home Affair	Fifth	22-12-1953	Setting up of a Commission for the reorganisation of States in India.
26 Deputy Minister for Hon Affairs	Eighth	24-12-1954	Situation arising out of the Satyagraha movement in Manipur.
27 Deputy Minister for Home Affairs	Ninth	22-2-1955	Elections in Andhra.
28 Minister for Home Affairs	Tenth	17-8-1955	Information about Goa Satyagraha.
	Ministry of Labour		
29 Deputy Minister For Labour.	Seventh	17-9-1954	Modification by Government of the decision of the Appellate Tribunal in the Bank Appeals.
30 Deputy Minister for Labour	Ninth	4-5-1955	Rationalisation in the Cotton Textile Industry.
31 Deputy Minister for Labour	Tenth	22-8-1955	Decisions taken by Government on the recommendations of the Bank Award Commission.
	Ministry of Production		
32 Minister for Production	Fourth	25-8-1953	Establishment of a new Steel Project.
33 Minister for Production .	Sixth	16-2-1954	Site for the location of the new Steel Plant.
	Ministry of Rehabilitation		
34 Minister for Rehabilitation	Sixth	15-5-1954	Rehabilitation of the East Bengal displaced persons.
	Ministry of Law and Minority Affairs		
35 Minister for Law and Minority Affairs.	Thirteenth	23-5-1956	Exodus of Hindus from East Pakistan to India.

RESOLUTIONS DISCUSSED IN THE RAJYA SABHA (MAY 1952 TO 1956)

A. [GOVERNMENT RESOLUTIONS]

S. No.	Date on which Resolution was discussed	Subject matter of the Resolution	Name of the Minister-in-Charge	Time taken in Debate	Whether accepted or rejected
1	2	3	4	5	6
				hrs.mts.	
1	18-7-52 and 22-7-52	Approval of the cotinuance in force for a further period of one year from the 15th August, 1952, of the Resolution passed by the provisional Parliament on the 12th August, 1950 (re : power of Parliament to make laws,under article 249 (1) of the Constitution, with respect to the matters enumerated in the State List, viz., (i) trade and commerce and (ii) production, supply and distribution of goods.)	Shri T. T. Krishnamachari, Minister for Commerce and Industry . .	2—15	Accepted.
2	7-8-52	Approval of the Berne Convention for the protection of Literary and Artistic Works, as finally revised at Brussels on the 28 h June, 1948.	Shri C. C. Biswas, Minister for Law . . .	2—30	-do-
3	4-12-52	Approval of the Notification levying an export duty of Rs. 300/- per flask of 75 lbs. on mercury.	Shri D.P. Karmarkar Minister for Commerce .	1—5	-do-
4	16-12-52 and 18-12-52	Approval of the princip'es, objectives and programme of development contained in the (First) Five Year Plan.	Shri Jawaharlal Nehru, Prime Minister . .	8—35	-do-
5	23-3-53 and 26-3-53	Approval of the President's proclamation in respect of the PEPSU.	Dr. Kailas Nath Katju, Minister for States .	5—37	-do-
6	14-9-53 and 15-9-53	Approval of the continuance in force of the President's proclamation in respect of the PEPSU.	-do-	8—00	-do-
7	26-11-53	Approval of the Government Notification levying an export duty of Rs. 62/8/- per cwt. on Coffee.	Shri D. P. Karmarkar, . Minister for Commerce	1—35	-do-
8	8-9-54	Approval of the Government Notification enhancing an export duty from two annas and three pies per maund to 20 per cent *ad valorem*, on rice.	Shri D. P. Karmarkar, Minister for Commerce .	2—34	-do-
9	8-9-54	Approval of the Government Notification levying an export duty of Rs. 350/- per ton on ground-nut oil.	-do-	1—18	-do-

1	2	3	4	5	6
				hrs. mts.	
10	29-11-54 and 30-11-54	Approval of President's proclamation in respect of Andhra.	Dr. Kailas Nath Katju, Minister for Home Affairs.	6	Accepted.
11	3-12-54 and 6-12-54	Approval of the Government Notification enhancing an export duty from four annas to seven annas per lb. on tea.	Shri D. P. Karmarkar, Minister for Commerce.	3 58	-do-
12	20-12-54 and 21-12-54	Approval of the recommendations of the Committee appointed by Government to review rate of dividend payable by the Railway undertaking to General Revenues as well as other ancillary matters in connection with the separationof Railway Finance from General Finance.	Shri Lal Bahadur, Minister for Railways.	4--50	-do-
13	2-3-55	Approval of the Government Notification enhancing an export duty from seven annas to ten annas per lb. on tea.	Shri D. P. Karmarkar Minister for Commerce.		-do-
14	2-3-55	Approval of the Government Notification enhancing an export duty from Rs. 150/- to Rs. 300/- per ton on groundnuts.	-do-		-do-
15	2-3-55	Approval of the Government Notification levying an export duty of Rs. 230/- per ton on groundnut oil-cake and of Rs. 175/- per ton on de-oiled groundnut meal (solvent extracted variety containing less than 1/2 per cent oil).	-do-	0-40	-do-
16	2-3-55	Approval of the Government Notification levying an export duty of Rs. 100/- per ton on decorticated cotton seed oil-cake and of Rs. 50/- per ton on oil-cakes and of Rs. 175/- per ton on de-oiled groundnut meal (salvent extracted variety containing less than 1 per cent oil).	-do-		-do-
17	23-4-56 and 24-4-56	Approval of the President's Proclamation in respect of the State of Travancore-Cochin.	Shri B. N. Datar, Minister in the Ministry of Home Affairs.	5 10	-do-
18	25-5-56, 5-9-56, 6-9-56 and 7-9-56	Approval of the principles, objectives and programme of development contained in the Second Five Year Plan.	Shri Jawaharlal Nehru, Prime Minister.	21 16	-do-
19	4-9-56 and 7-9-56	Approval of the continuance in force of the President's Proclamation in respect of the State of Travancore-Cochin.	Shri B. N. Datar, Minister in the Ministry of Home Affairs.	1 40	-do-
20	5-12-56	Approval of the President's Proclamation in respect of Kerala.	-do-	1 56	-do-

Serial No.	Date on which Resolution was discussed	Subject matter of the Resolution	Name of the Member-in-Charge	Time taken in Debate	Whether accepted or rejected by the House	Remarks
1	2	3	4	5	6	7
				hrs. mts.		
1	16-7-52 and 21-7-52	Formation of Andhra State .	Shri Pydah Venkata Narayana.	8-30	Rejected.	
2	25-11-52	Diversification of India's Export Import trade and starting negotiations with certain foreign countries to conclude long term trade agreements with them.	Shri P. Sundarayya	3-00		Withdrawn by leave of the House.
3	25-11-52 and 15-12-52	Adoption of Legislative and other measures to promote planned cropping all over India.	Shri M. Govinda Reddy.	3-15		Do.
4	15-12-52	Absorption of the members of the Indian National Army into the Indian Army.	Shri Surendranath Dwivedy.	1-15		Discussion not concluded. Resolution lapsed on prorogation of the House.
5	26-2-53 and 24-4-53	Appointment of a Commission to inquire into the condition of the literatures in the various Indian languages.	Shri K. Rama Rao.	4-30		Withdrawn by leave of the House.
6	24-4-53	Changing the name of " Lushai Hills District" to "Mizo Ram".	Shri R. Thanhlira .	2-30		Withdrawn by leave of the House.
7	24-4-53	Organisation of an All India Agricultural Finance Corporation.	Shri N. G. Ranga	1-15		Discussion not concluded. Resolution lapsed on prorogation of the House.
8	28-8-53 and 11-9-53	Enforcement of sterilisation of adults suffering from incurable diseases or insanity.	Shrimati Lilavati Munshi.	5-30	..	Withdrawn by leave of the House.
9	11-9-53 and 22-9-53	Relieving the situation arising out of unemployment, famine and food scarcity.	Shri P. Sundarayya	5-30	Rejected.	
10	27-11-53	Appointment of a Committee to examine the provisions of the Code of Criminal Procedure and the Indian Penal Code and to suggest amendments for ensuring speedy disposal of criminal cases.	Shri M.P.N. Sinha	3-20		Withdrawn by leave of the House.

1	2	3	4	5	6	7
				hrs. mts.		
10A*						
11	11-12-53	Taking steps towards implementation of article 45 of the Constitution (regarding free and compulsory education)	Shri Deokinandan Narayan.	2-30		Discussion not concluded. Resolution lapsed on prorogation of the House.
12	26-2-54	Appointment of a Commission to review the working of the (First) Five Year Plan.	Shri H.C. Mathur .	4-15	Rejected.	
13	26-2-54 and 12-3-54	Appointment of a Commission to examine the administrative set-up and procedure of work in the Government of India.	Shri H.C. Mathur .	4-30	Rejected.	
14	12-3-54 and 30-4-54	Progressive use of the Hindi language for official purposes of the Union.	Shri N.R. Malkani .	5-35		Withdrawn by leave of the House.
15	30-4-54 and 27-8-54	Inviting a convention of the Leaders of different political parties and prominent independents in the country to discuss the situation arising out of the proposed military aid by the U.S.A. to Pakistan.	Shri H.C. Mathur .	2-40	Rejected.	
16	27-8-54, 3-9-54 and 10-9-54	Speeding up of land reform legislation in the States.	Shri P. Sundarayya	7-00	Rejected.	
17	10-9-54	Appointment of Commission to examine, review and revise the pay structure and terms and conditions of service of all services under the control of Central Government.	Shri H.C. Mathur .	0-40		Discussion not concluded. Resolution lapsed on prorogation of the House.
18	26-11-54	Fixation of fair prices of important agricultural commodities.	Shri Kishen Chand	3-50	Rejected.	
19	26-11-54 and 10-12-54	Prohibition, by legislation and administrative action, of exhibition of undesirable films.	Shrimati Lilavati Munshi.	4-35	Adopted in an amended form.	
20	10-12-54 and 4-3-54	Appointment of a Committee to enquire into the complaint by certain labour organisation in the plantations about interference by the management with their right of trade union activity.	Shri S.N. Mazumdar	2-30	Rejected.	
*	27-11-53 and 11-12-53	Appointment of a Commission to inquire into the conditions of Indian languages.	Shri K. Rama Rao	2-30		Withdrawn by leave of the House.

1	2	3	4	5	6	7
				hrs. mts.		
21	4-3-55 and 18-3-55	Commemoration of Mahakavi Kalidasa and his immortal contributions to world literature.	Shri Gopikrishna Vijaivargiya.	3-50		Withdrawn by leave of the House.
22	18-3-55	Taking early steps to evolve and recognise a standard key-board in Devnagari script for use in Hindi typewriters.	Dr. Raghubir Sinh	1-30		Do.
23	4-3-55	Enfranchisement of displaced persons migrated from Pakistan to India after January, 1950.	Shri Bimal Comar Ghose.	0-40	Adopted.	
24	15-4-55	Nationalisation of the Manganese Industry.	Shri R.K. Malviya	2-00		Withdrawn by leave of the House.
25	18-3-55 and 15-4-55	Taking steps to ensure safety measures in the working of the coal mines.	Shri Satyapriya Banerjee.	2-00	Rejected.	
26	19-8-55	Fixation of a ceiling on profits in all industrial undertakings in the country at a rate not exceeding 2 or 3 per cent above the Bank rate.	Shri S.N. Mazumdar	3-30	Rejected.	
27	19-8-55 and 2-9-55	Appointment of a Commission to examine the kind of primary education in the country and to recommend measures to make it available to all children of school going age.	Shri Kanhya Lal D. Vaidya.	3-00		Withdrawn by leave of the House.
28	2-9-55 and 16-9-55	Limitation of production of cloth by mills to 5,000 million yards per year in accordance with the recommendations of the Textile Enquiry Committee and after the year 1955-56 production by the handloom sector.	Shri Kishan Chand	3-40	Rejected.	
29	16-9-55	Introduction of compulsory training in N.C.C. or A.C.C. for all students for one year each at the High School and the University stages of education.	Dr. Shrimati Seeta Parmanand.	1-35	Adopted in an amended form.	
30	2-12-55 and 16-12-55	Appointment of a high powered commission to investigate the causes of indiscipline among university students.	Shri Harish Chandra Mathur.	4-30	Rejected.	
31	2-12-55	Appointment of a Commission to enquire into the working of the Industrial concerns in the private sector.	Shri B.C. Ghose	3-50		Withdrawn by leave of the House.
32	24-2-56	Appointment of a Committee to enquire into the conditions of the refugees from East Pakistan.	Shri Satyapriya Banerjee.	4-30		Discussion not concluded. Resolution lapsed on prorogation of the House.

1	2	3	4	5	6	7
				hrs. mts.		
33	4-5-56	Taking steps to enquire into the monopolistic hold of the foreign owned and foreign controlled advertising agencies in India and to ensure that Government advertisements are done through Indian advertising agencies only.	Shrimati Violet Alva	2-10	Adopted in an amended form.	
34	4-5-56 and 18-5-56	Fixation of a ceiling for individual incomes at Rs. 25,000 per year and determination of the maximum emoluments to be drawn by any Civil Servant under the Central Government at Rs. 1800/- per month.	Shri B.K. Banerjee .	4-14		Withdrawn by leave of the House.
35	18-5-56	Study of Sanskrit being given its due place in the education curriculum of the country.	Dr. R.K. Mukerji .	3-25		Do.
36	3-8-56	Appointment of a Committee to examine the question of preservation and maintenance of records of national importance.	Dr. Raghubir Singh	2-20		Withdrawn by leave of the House.
37	3-8-56 and 31-8-56	Appointment of a Wage Commission to enquire into the wage structure of industrial and agricultural workers in the country.	Shri Satyapriya Banerjee.	2-10	Rejected.	
38	31-8-56	Taking certain steps to enlist the maximum co-operation of the public for the successful implementation of the Second Five Year Plan.	Dr. Shrimati Seeta Parmanand.	3-8		Withdrawn by leave of the House.
39	7-12-56	Secession from the Common-wealth.	Shri S.N. Mazumdar	3-17	Rejected.	
40	23-11-56	Appointment of a Committee to examine the problem of prison administration in the country.	Shrimati Savitry Devi Nigam.	4-30		Withdrawn by leave of the House.
41	7-12-56	Examination of the feasibility of a fully mechanised coal and ore port on the West bank of the lower Hooghly with a view to improving the working of the Calcutta Port and helping the expansion of ore exports of the country.	Prof. Humayun Kabir.	1-60	Adopted.	

STATEMENT SHOWING THE NUMBER OF QUESTIONS RECEIVED AND QUESTIONS ADMITTED DURING THE DIFFERENT SESSIONS
(1952 to 1956)

Year	Session	No. of questions received (excluding withdrawn or lapsed)	No. of questions admitted	Percentage of Col. (4) over Col. (3)
1	2	3	4	5
1952	1st	357	233	65·2
	2nd	621	405	65·2
	3rd	1519	878	57·8
	4th	1063	578	54·3
1953	5th	1393	832	59·7
	6th	2258	1248	55·2
1954	7th	1792	972	54·2
	8th	1298	734	56·5
	9th	2777	1550	55·8
1955	10th	2365	1164	49·2
	11th	1722	959	55·6
	12th	1401	766	54·6
1956	13th	1127	722	64·1
	14th	1695	1048	63·1
	15th	1070	644	60·2
TOTAL		22458	12733	56·7

STATEMENT SHOWING THE NUMBER OF SITTINGS QUESTION TIME WAS ALLOTTED DURING THE DIFFERENT SESSIONS AND THE NUMBER OF QUESTIONS AND SUPPLEMENTARIES ANSWERED

Year	Session	No. of sittings question time was allotted	No. of questions orally answered	No. of supplementaries answered	Average No. of questions answered per sitting
1952	1st	12	111	557	9
	2nd	15	275	1856	18
1953	3rd	39	617	4112	16
	4th	16	277	2065	17
	5th	20	429	2292	21
	6th	35	601	3359	17
1954	7th	24	521	2784	22
	8th	16	362	1702	23
	9th	38	753	3578	20
	10th	27	590	2814	22
1955	11th	20	420	2025	21
	12th	15	291	1322	19
1956	13th	24	403	2141	17
	14th	27	573	2619	21
	15th	20	349	1613	17
TOTAL		348	6572	34839	19

ERRATA

P. 8, Col. 1, line 12, *for* 'essense' *read* 'essence'.

P. 15, Col. 2, para 2, line 1, *for* 'But is' *read* 'But it'.

P. 19, Col. 2, line 16 from bottom, *for* 'laid own' *read* 'laid down'.

P. 37, Col. 1, 'Second Chamber—Its Utility', line 6, *for* 'Revolunary' *read* 'Revolutionary'.

Col. 2, line 24, *for* 'Hengry' *read* 'Henry'.

P. 38, Col. 2, line 6 from bottom, *for* 'tecom-' *read* 'recom-'.

P. 40, Col. 2, line 11 from bottom, *for* 'Sencond' *read* 'Second'.
line 10 from bottom, *for* 'bene' *read* 'been'.

P. 51, Col. 2, line 9, *for* 'Excutive' *read* 'Executive'.
'Aims and Objects', line 13, *add* 'of' between 'visits' and 'foreign'.

P. 52, Col. 1, line 11, *for* 'Sastraamidjojo' *read* 'Sastroamidjojo'.
lines 11-12, *for* 'Bandranaike' *read* 'Bandarnaike'.
para 3, last line, *for* 'contcats' *read* 'contacts'.

P. 56, Col. 2, pen-ultimate para, line 2, *for* 'begging' *read* 'beginning'.

P. 66, Col. 1, line 13 from bottom, *delete* 'has'.
line 6 from bottom, *for* 'is every' *read* 'is very'.

P. 67, Col. 2, line 6 from bottom, *for* 'confirmed' *read* 'conferred'.

P. 109, Col. 1, line 7, *for* 'tneure' *read* 'tenure'.